24 JUN 1976

ANNUAL CONFERENCE
ON
COMMUNITY DEVELOPMENT
AND
PANCHAYATI RAJ

157

AND

THE CONFERENCE OF STATE MINISTERS OF
COMMUNITY DEVELOPMENT
AND
PANCHAYATI RAJ

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AT

SRINAGAR

JULY, 1965

MAIN RECOMMENDATIONS, PROCEEDINGS & AGENDA NOTES

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MINISTRY OF COMMUNITY DEVELOPMENT
AND
COOPERATION
(DEPARTMENT OF COMMUNITY DEVELOPMENT)
GOVERNMENT OF INDIA

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MINISTRY OF COMMUNITY DEVELOPMENT
AND
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(DEPARTMENT OF COMMUNITY DEVELOPMENT)
GOVERNMENT OF INDIA

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PART I

SECTION I

MAIN RECOMMENDATIONS OF ANNUAL CONFERENCE ON COMMUNITY DEVELOPMENT AND PANCHAYATI RAJ HELD FROM THE 24TH JULY TO 26TH JULY, 1965.

1. Review of Action taken on the important recommendations of the previous Conference (1964) (Agenda Item I).

The Conference noted that the important recommendations made by the last annual Conference related to Panchayati Raj Applied Nutrition Programme, Weaker Sections and Local Planning and that most of these were discussed again now under different agenda items. The action taken on the other more important recommendations, not specifically considered now, was reviewed as indicated below:—

Sl. No.	*Recommendation*	*Action Taken*
1	Revenue officers should be progressively withdrawn from the ranks of Block Development Officers.	The position in regard to the source of recruitment of Block Development Officers in the different States was further reviewed in the Ministry. It was found that in Andhra Pradesh, Assam, Kerala, Gujarat, Maharashtra, and Orissa, recruits from the Revenue Department constituted more than 40% of the cadre of Block Development Officers. These State Governments were requested to take steps towards a progressive reduction of revenue officers from the ranks of Block Development Officers. The latest position in these States is indicated below: In Kerala, out of the total number of 143 Block Development Officers at present only 11 are from the Revenue Department. In Orissa, the position will be reviewed after the State Government have finalised proposals for providing avenues of further promotion for the Block Development Officers. The Government of Maharashtra are considering the constitution of a separate Development Service on which cadre all the Block Development Officers will be borne. The State Government are proposing to reserve only about 25% of the posts of Block Development Officers in the new service for recruits from the Revenue Department. The Government of Gujarat are actively considering the framing of revised rules for the Development cadre. According to the proposed rules only 33% of the posts in Block Development Officers cadre will be filled in by transfer of Revenue Officers. Replies from the other States are awaited.

Sl. No.	Recommendation	Action Taken
2	Blocks may be classified into three categories, as indicated in the Report of the Working Group on classification of Blocks for intensified approach to selected programmes.	This question was specifically taken up with the State Government representatives during the last Annual Plan discussions. The process of identification has been completed in Gujarat and the Punjab. It is under-way in the other States. The Planning Commission in their letter of the 22nd April, 1965 indicating a general frame work for the preparation of Agricultural plans, have also suggested categorisation of blocks on the lines recommended by the Working Group. The State Governments are taking action on these lines.
3	Study Group may be appointed by the Planning Commission, consisting of representatives of the concerned Ministries, the Central Statistical Organisation, Reserve Bank of India and one or two Development Commissioners, to examine and report how the returns prescribed by the Central Ministries and various other agencies can be rationalised and reduced to the minimum.	Proposals for reduction of paper work at the block and village levels were drawn up and placed before the Agricultural Production Board. As recommended by the Board, one of the Advisers in the Programme Administration Division of the Planning Commission, was requested to study the problem and suggest suitable measures for rationalising and minimising the paper work of the extension staff. His report has been received and is being examined.
4	Within the frame work of the State's Five Year Plan, the State Governments may prepare a five-year 'sub-plan' for the Panchayati Raj bodies as a whole in the State.	The State Governments of Punjab, Mysore Gujarat, Andhra Pradesh and Rajasthan have accepted the recommendation. It is under consideration in other States.
5	In the State budget an abstract indicating an integrated picture of the various financial inputs that would be made available to the Panchayati Raj institutions, may be appended.	The Governments of Andhra Pradesh, Assam, Gujarat, Kerala, Madras, Maharashtra and Punjab have accepted the recommendation. It is still under consideration by the other State Governments.
6	Each State Government should for the purpose of formulating comprehensive integrated district plans, based on surveys already made or to be made, select one district in each of the regions into which the State can conveniently be divided.	A centrally sponsored scheme with 100 % grant to the States was sanctioned in December, 1964 to meet the cost of surveys to be conducted in 30 selected districts in the country as a preliminary to the formulation of realistic local plans. Assam, Bihar, Gujarat, Kerala, Madhya Pradesh, Rajasthan, Punjab and Orissa have selected the districts for the purpose. Necessary staff is also being appointed. Broad guide lines for the conduct of surveys are being evolved in the Minis try.

PANCHAYATI RAJ

2. Scope, Content and Approach [Agenda Item II(i)]

2.1. With regard to the scope of Panchayats Raj, the Conference recommended that the expression village Panchayat occurring in Article 40 of the Constitution should be interpreted by convention to include Panchayat Samitis and Zila Parishads which should be enabled to function as units of self Government within the meaning of Article 40.

2.2. The Conference recognised the need for progressively increasing devolution of developmental functions to the Panchayati Raj institutions. It, however, felt that this should be done in the light of the experience gained in the working of the existing legislation.

2.3. In regard to the content of Panchayati Raj, the Conference considered at length the exclusive and concurrent lists drawn up by the Committee of the Consultative Council on Panchayati Raj. Whilst it recognised the need for drawing up functional lists for the Panchayati Raj institutions at different tiers, the Conference took note of the fact that the statutes in different States already contained such lists covering both concurrent and exclusive functions. The lists drawn up by the Committee of the Consultative Council could be kept in view whilst considering further devolution to or reallocation of functions between the Panchayati Raj institutions at different tiers.

2.4. The Conference was of the view that the time had been reached when consolidation would have to be the key-note of the policy. Such consolidation might be achieved by ensuring free, fair and adequate election, designing suitable incentives and proper safeguards, devolving maximum functions to Panchayati Raj bodies, providing them adequate financial resources and ensuring healthy administrative relationships.

2.5. The Conference felt that one of the aims of Panchayati Raj bodies should be to develop functional efficiency and recommended the constitution of a small expert group to suggest ways and means of ensuring effective implementation of development schemes by the Panchayati Raj institutions and to prescribe criteria for ensuring efficiency in performance.

2.6. The Conference was of the view that a major test of new leadership in Panchayati Raj would be the extent to which they were able to create a sense of mass involvement in schemes of economic and social development.

3. Mode of Elections [Agenda Item II(ii)]

3.1. While considering the recommendations of the Santhanam Committee on Panchayati Raj elections, the Conference noted that the mode of constitution of Panchayati Raj bodies and the system of elections thereto would depend in a very large measure, on the pattern and extent of powers and functions of these bodies. There are, at present, considerable variations in the Panchayati Raj pattern from State to State. The Conference examined the recommendations in the light of the broad pattern prevailing in the

majority of the States recognising, however, that in States like Maharashtra, where the three-tier structure is differently patterned, many of the recommendations would require substantial modification.

3.2. Organisation

3.2.1. The Conference considered the recommendations of the Santhanam Committee regarding the composition of the Panchayati Raj bodies and measures to provide special representation for members from the Scheduled Castes and Scheduled Tribes. According to the Committee, the Village Panchayat should comprise 9—19 members and all the Sarpanches would be *ex-officio* members of the Samiti. The size of the Samiti would, however, be kept between 20 and 40, by either grouping the smaller Panchayats, or providing for additional representatives from Panchayats, depending upon the number of Panchayats in the Samiti area. The Zila Parishad would include all the chairmen of the Samitis, in addition, the Samitis would elect additional members. To ensure adequate representation for women and members from Scheduled Castes and Scheduled Tribes, the Santhanam Committee had suggested reservation at the Panchayat level and cooption at the higher levels, the number of seats reserved for S. C. & S. T. members being dependent on their population.

3.2.2. While the recommendations were acceptable as guide lines for future policy, the Conference felt that they could be taken into account only when opportunities for amending the existing legislation arose in the future.

3.3. Association of M.Ps. and M.L.As. etc.

The Conference accepted the recommendation of the Santhanam Committee that members of Lok Sabha and M.L.As should be members of the appropriate Parishads and Samitis, without right to vote or hold office.

3.4. Special Representation

3.4.1. The Conference was in agreement with the Santhanam Committee that, on the score of eminence or experience, there should be no nomination or cooption. Officials should not be members of Panchayati Raj bodies—full or associate, but should have the right to attend the meetings of the Zila Parishad or Panchayat Samiti.

3.4.2. The Conference, disagreeing with the Santhanam Committee, recommended that cooperatives should be given institutional representation on Panchayati Raj bodies.

3.5. Mode, Conduct and time of election

3.5.1. The Conference accepted the recommendation of the Santhanam Committee that, at the Village Panchayat level, all members should be elected; an exception would be the chairman of the cooperative, who would be an *ex-officio* member. The Conference also suggested that if reservation for women, S. C. & S. T. became infructuous for want of candidates, cooption might be resorted to.

3.5.2. The Conference was firmly against the Santhanam Committee recommendation that voting should be made compulsory in Panchayat elections.

3.5.3. It was noted that the Sarpanch was elected directly by the Gaon Sabha in some States as now recommended by the Santhanam Committee, while he was elected by the Panchas in the rest of the States. The experience so far does not show clear evidence of the superiority of either system. The Conference felt that more experience might be gained before altering the system.

3.5.4. As regards the election of the Samiti Chairman and Parishad President, the Conference agreed with the recommendation that they should be elected by an electoral college of all Panchas.

3.5.5. The suggestion made in the Santhanam Report that cooption of women, S. C. & S. T. members to the Samiti and the Parishad should be by single transferable vote, might be difficult to implement. The views of the Chief Election Commissioner might however be ascertained, before a final view was taken.

3.5.6. The Conference shared the view of the Santhanam Committee that elections to Panchayati Raj bodies should not be held simultaneously with elections to Parliament. This should apply to elections to the State Legislature as well.

3.5.7. The Conference did not accept the recommendation of the Santhanam Committee that, instead of security deposit, a non-refundable nomination fee should be prescribed. Security deposit was felt to be a better guarantee against frivolous nominations.

3.6. Term of office :

As suggested by the Santhanam Committee, the term of office should be generally 5 years, and by-elections should be for the remaining term of office only. Normally, there should be no extension of the term of office. There might, however, be statutory provision for extension by a year, in exceptional cases.

3.7. Qualifications and Disqualifications

3.7.1. The Conference accepted the recommendation of the Santhanam Committee that no educational qualification need be prescribed for membership of the Village Panchayat, but did not agree that, for the office of Sarpanch and membership or office in the Panchayat Samiti and the Zila Parishad, ability to read and write the local language should be laid down as the minimum qualification.

3.7.2. The Conference accepted the recommendation of the Santhanam Committee that no special age qualifications are necessary for becoming a Sarpanch.

3.7.3. The Conference agreed with the view that the list of disqualifications for membership of Panchayats should be simplified. However, disagreeing with the recommendation of the Santhanam Committee, the Conference felt that failure to pay Panchayat should be a disqualification.

3.8. Unanimity in elections

The recommendation of the Santhanam Committee against offering incentives for unanimity in elections was accepted.

3.9. Vote of no-confidence motion

As suggested by the Santhanam Committee, minimum majority for non-confidence motion should be 2/3rd and no such motion should be allowed in the first year of term of office, minimum interval between successive no-confidence motions being one year.

3.10. Participation by political parties

3.10.1. As suggested by the Santhanam Committee, the symbols for Panchayat elections should be different from party symbols and should not suggest any association with religious or communal sentiments.

3.10.2. The Conference accepted the recommendation of the Santhanam Committee that there should be no legal bar against political parties influencing elections to Panchayati Raj bodies, but no official recognition should be given to them.

3.11. Supervision

3.11.1. While the general feeling was that there was no need to entrust supervision of P. R. elections to the Election Commission of India and that the Chief Electoral Officer of the State need not also be associated with it, the Conference suggested that a final decision in the matter might be taken, after ascertaining the views of the Chief Election Commissioner.

3.11.2. The Conference felt that administrative arrangements for supervision over Panchayati Raj bodies, to which the Santhanam Report has made reference, were not directly related to the question of mode of elections and had to be considered by the State Government against the background of their overall administrative set-up.

4. Finances [Agenda item II(iii)]

4.1. The Conference reviewed the action taken by States for the implementation of the recommendations made by the Santhanam Study Team on Panchayati Raj Finances. The Conference also considered and endorsed those recommendations of the Consultative Council on Panchayati Raj which had a bearing on the resources of the Panchayati Raj bodies. The recommendations of the Conference are as follows:—

4.1.1. It should be compulsory for Panchayats to impose certain taxes, in particular, house tax, profession tax and vehicle tax. The minimum and maximum rates for these taxes should be prescribed by State Governments in view of local conditions.

4.1.2. Pilgrim tax should preferably be imposed by Panchayat Samiti or Zila Parishad who should share it with the Panchayat.

4.1.3. Proceeds of certain taxes levied by the State Governments should be shared between the State Government and the Panchayati Raj bodies. The taxes that could be shared were road tax, sales-tax, stamp duty including additional surcharge on stamp duty, entertainment tax, etc.

Indeed the sharing of taxes was expected to progressively assume larger and larger proportions.

4.1.4. Exclusive sources of revenue should be earmarked for each tier of Panchayati Raj bodies; cess on land revenue is one such source.

4.1.5. Whereas in most States a legal provision already existed for earmarking a certain percentage of land revenue to Panchayati Raj institutions, it was felt that the States, should earmark their entire land revenue proceeds for Panchayati Raj institutions as had been done in Kerala, Maharashtra and Gujarat.

4.1.6. Matching grants should be given to Panchayati Raj institutions to enthuse them to increase their tax effort. Such grants should be given only for the additional tax effort over and above the present level of taxation excluding income from natural resources and compulsory taxes. For subsequent years, allowances should be made for normal rate of growth of taxation. There should also be central participation in the matching grants given to Panchayati Raj institutions for increasing their tax effort. Whilst assessing the quantum of central assistance to be provided to States, recognition should be given to the fact that certain States had already enthused their Panchayati Raj institutions to a higher level of tax effort by providing matching grants.

4.1.7. For providing matching assistance to Panchayati Raj institutions for increasing tax effort, it would be necessary to classify them according to their economic condition. The categorisation should be periodically reviewed by a small committee at the State level.

4.1.8. It should be a positive policy of the State to assist backward Panchayats irrespective of their tax effort by providing equalisation grants. Equalisation funds for the purpose had already been constituted in Gujarat, Maharashtra, Madras, Andhra Pradesh and Assam. Other States should also take immediate steps to create this fund. For this purpose also, Pachayati Raj bodies would have to be classified as suggested for the purpose of matching grants.

4.1.9. Whilst a Panchayati Raj Finance Corporation has not been set up in any State so far, it was necessary to examine how best the existing institutions like the Small Scale Industries Corporation etc., could assist the Panchayati Raj bodies with capital for building remunerative community assets. State Governments could also give interest free loans or grants for this purpose. A revolving fund could also be set up to which the Centre, the State and Panchayati Raj institutions might contribute equally.

It was felt that the Panchayats should not engage in commercial or agro-industrial activities as it would adversely affect their normal development functions as also the cooperative movement. Capital assistance should be utilised only for the building of rent yielding assets and providing civic amenities.

4.1.10. All resources and schemes transferred to the Panchayati Raj institutions should be separately exhibited in the State budget so that these institutions could have a consolidated picture of the totality of the development programme to be taken up at the local levels.

4.2. The Conference recognised the need for provision of office accommodation to Panchayati Raj institutions. The need was particularly felt in the case of Panchayats. There was also need for providing residential accommodation to field staff working in rural areas. The Conference recommended that adequate provision be made for these purposes with an appropriate pattern of central assistance.

5. Audit [Agenda Item II(iv)]

5.1. The Conference considered the Report of the Study Team on the Audit of the Accounts of the Panchayati Raj bodies and endorsed most of the important recommendations of the Team. They are detailed below:—

5.2. Accounts staff

5.2.1. There should be a Secretary, as far as possible, for every Panchayat. In this context, the Conference noted that a scheme for augmenting and upgrading the cadre of Panchayat Secretaries had been circulated to the State Governments. It was felt that Matriculation should not be insisted as the minimum qualification in case of existing experienced Panchayat Secretaries, who might, if necessary, be put through a process of screening and suitable training. The Central component of the financial assistance should be available in respect of these Secretaries also. The stipulated period of 9 months for the training of Panchayat Secretaries in the scheme also needed to be reduced.

5.2.2. Panchayati Raj accounting personnel should be constituted into a cadre under the Development or Panchayati Raj Department. Shortages could be met by deputation from the staff of the Accountant General.

5.3. Audit Organisation

5.3.1. The Examiner, Local Fund Accounts should audit the accounts of Panchayats. The status, powers and functions of the Examiner should be inscribed in the Statute.

5.3.2. A primary auditor should be placed at the Panchayat Samiti level for audit of 40 to 50 Village Panchayats. He would act as Internal Auditor-cum-financial guide. The primary auditor would be under the Development or Panchayati Raj Department.

5.3.3. An audit party should preferably consist of a Senior Auditor and two Junior Auditors and should be located at each district headquarter. In addition, one special party could be located at the headquarter of the State for any special audit. Adequate gazetted supervision should be provided for a group of districts.

5.3.4. There should be a separate wing of auditors under the Examiner to look after the audit of the Panchayati Raj bodies.

5.4. Procedure for Audit

5.4.1. Audit should be conducted annually of 3-4 months' accounts including the month of March.

5.4.2. The period between the conclusion of audit and issue of the report should not exceed two months; preliminary replies should be obtained on the spot. Reports need not be printed.

5.4.3. Audit should not be confined to a voucher check, but should also ensure that the sanction to expenditure was in order and was related to performance.

5.4.4. Audit memos for village Panchayats should issue in the regional language.

5.5. Surcharge

5.5.1. The Examiner should be given the power of surcharge.

5.5.2. The Examiner should have the power of waiver upto Rs. 50/-. The criteria for waiver should be determined by the State Government. Further delegation might be made for appropriate reduced amounts for the gazetted staff under him.

5.5.3. For the present, option to the aggrieved party to appeal against surcharge either to the State Government or to Civil Court may remain. As early as practicable, the State Governments should divest themselves of this power and the appeal should lie only to the Civil Court.

5.5.4. The limitation period for instituting surcharge proceedings should be four years.

5.5.5. Surcharge should also be made applicable to the lowest tier in States where it was not already so provided.

5.5.6. Surcharge proceedings should be instituted only against non-officials and direct employees of the Panchayati Raj bodies. In the case of Government servants on deputation, the matter should be reported to the parent department for instituting necessary action.

5.5.7. Surcharge should not include an element of fine though there might be a provision for recovery of interest.

5.6. Follow up of Audit

5.6.1. There should be a special machinery consisting of the representatives of the Accountant General, Development Commissioner and the Examiner, at the State and district levels, to review the outstanding objections. Stringent action should ensue against officials responsible for serious delays in compliance.

5.6.2. The internal audit machinery of the Development Department should assist the accounts staff of the Panchayati Raj bodies, especially at the lower tiers, in the disposal of audit objections and educate them in accounts matters.

5.7. General

5.7.1. Expenditure on audit should not exceed 2 per cent of the income of the institutions.

5.7.2. Audit fee should not be recovered from Panchayati Raj institutions.

5.7.3. A manual for Panchayati Raj bodies for imparting guidance in accounting and audit procedure should be prepared.

5.7.4. In matters of audit, higher tier Panchayati Raj bodies should guide the lower tiers. The outstanding audit objections should be reviewed periodically by the Standing Committee on Finance. The Report of the Standing Committee should be considered by the general body in its meetings.

5.7.5. The Government should have the power to clamp pre-audit for a prescribed period in case of persistent financial default by any Panchayati Raj body.

5.8. The Conference considered the recommendation of the Study Team that suitable constitutional amendment be made with a view to entrusting the audit of Panchayati Raj bodies to the Comptroller and Auditor General of India by the State Government after consultation with him. The Conference left that the time was not yet ripe for such a course of action. The Conference was not also in favour of a supplementary independent test check by the Accountant General as recommended by the Study Team. The Conference was of the view that the working of the system of audit under the Examiner needed to be watched for a while before any changes were contemplated.

5.9. The Conference did not also accept the recommendation of the Study Team that a consolidated finance account with an audit review on the working of Panchayati Raj bodies be submitted to the State Legislature. The Conference, instead, recommended that the Examiner of Local Funds Accounts should prepare an annual audit report pertaining to the activities within the purview of Panchayati Raj bodies; this report should be incorporated either in the annual administration report of the State Department or in the annual reports of Zila Parishads, which should be placed before the State Legislature.

6. Incentives and Safeguards [Agenda Item II(v)]

6.1. The Conference considered and endorsed the recommendations of the Workshop on Incentives and Safeguards in Panchayati Raj. The recommendations of the Conference are as follows :—

Incentives

6.2. Prize scheme for overall performance

6.2.1. There should be a scheme of suitable prizes to Panchayati Raj institutions at all the tiers based on overall performance.

The following should be the indices of performance :

(i) Agricultural production;

(ii) Family planning;

(iii) Mobilisation of local financial resources which will include increase in taxes, public contributions, and efficiency in collection of taxes in comparable zones;

(iv) Efforts for the welfare of the weaker sections, based on the resources of the Panchayati Raj institutions concerned;

(v) Promotion of cooperatives;

(vi) Utilisation of rural manpower; and

(vii) Frequency of meetings held and attendance at the meetings.

6.2.2. The Conference also suggested the following scheme of relative weightage for various indicators in assessing the overall performance of the Panchayati Raj institutions :—

Item	Marks
1. Agricultural production	40
2. Weaker sections	16
3. Family planning	15
4. Mobilisation of human and material resources	16
5. Cooperation	5
6. Other indicators	8
Total	100

6.2.3. The Conference stressed the basic importance of education in the scheme of development and noted that whilst promotion of education would be an important task of Panchayati Raj institutions, only quantifiable items like enrolment of school children would be included under 'other indicators' for the purpose of assigning marks.

Broad criteria for assessment

6.2.4. (i) **Mobilisation of human and material resources**

(a) Proportion of institutional contribution to individual contribution;

(b) creation of remunerative assets other than industrial units;

(c) direct tax effort; and

(d) utilisation of rural manpower.

6.2.5. (ii) Welfare of weaker sections

(a) The benefits by way of loans or subsidies that are granted or allocated in favour of weaker sections (the criteria of weakness should be those applicable to the States and the areas concerned depending on the definition of the term weaker sections adopted in those States and areas);

(b) Organisation of forest and labour cooperatives and elimination of contractors. This is to be an indicator for Zila Parishads and Panchayat Samitis only; and

(c) Allotment of house sites from out of the lands vested in the Panchayats to the weaker sections.

6.2.6. (iii) Promotion of cooperatives

(a) Deposits and share capital of cooperative societies;

(b) Allotment of lands to cooperatives for the construction of godowns.

(c) Assumption of promotional role in the development of cooperatives (this will be an indicator for the Zila Parishads and the Panchayat Samitis and will be measured in terms of proportion of saturation); and

(d) assistance given by the Zila Parishads and the Panchayat Samitis through their staff for the member-education programme in the cooperatives.

6.2.7. (ix) Agricultural production

(a) proportion of agricultural production plans, according to the prescribed pattern, to the total number of agricultural families in the area;

(b) drawing up of production plans for the village in consultation with the cooperatives and the proportion of credit given by cooperatives to the credit requirements based on the production plans;

(c) utilisation of fertilizers and pesticides and other inputs and coverage by improved seeds;

(d) maintenance of irrigation sources including the discharge of customary obligations; and

(e) the extent of utilisation of the irrigation potential made available.

6.2.8. Districts and blocks should be graded and marks should be allotted to them on the basis of their performance in agricultural programmes. This gradation should be circulated among all the districts and blocks in the States to generate a spirit of competition. This would also serve to identify the weaker areas requiring special concentration of effort.

6.3. Incentives for agricultural production

6.3.1. The Conference recommended institutional incentives for agricultural production in addition to the prize schemes for overall performance by the Panchayati Raj institutions.

6.3.2. Besides institutional incentives, the Conference also recommended provision of incentives to progressive farmers like social recognition by means of titles, prizes, etc., study tours, exchange of farm leaders, provision of facilities for higher training etc.

6.4. Institutional incentives for tax effort

6.4.1. As recommended elsewhere, there should be a system of matching grants to Panchayati Raj institutions based on their additional tax effort.

Safeguards

6.5. Administrative

6.5.1. Powers of recruitment, appointment, promotion and disciplinary action in respect of the staff of Panchayati Raj institutions should vest in an authority independent of the elected wing of these institutions.

6.5.2. Class II Officers, all Extension Officers and accountants of the Panchayati Raj bodies should be the members of the respective State cadres.

6.5.3. There should be a regular established cadre of Block Development Officers. In exigent cases of deputation from other cadres, the period of deputation should not normally be less than five years.

6.5.4. For the selection of the staff of the Panchayati Raj bodies at the district level, a Selection Committee consisting of the Collector the Chief Exective Officer and the District head of Department should be constituted.

6.5.5. A suitable percentage of certain categories of posts, particularly in the Panchayati Raj and the Community Development Departments, may be reserved as promotion quota for the employees of Panchayati Raj institutions.

6.5.6. Powers to initiate disciplinary action, conduct enquiry and award punishments to officials working in Panchayati Raj institutions should vest in the appropriate officers.

6.5.7. Appeals against the orders of the Block development Officers should lie to the Collector/Chief Executive Officer, Appeals against the orders of the Chief Executive Officer should lie to the Commissioner/ Development Commissioner.

6.5.8. Confidential reports of officials working under Panchayati Raj institutions should be written by the appropriate official authorities. The proformae of the reports should be so designed as to lay emphasis on

specific job-performance. As regards the Block Development Officer/ Chief Executive Officer of the Zila Parishad, an assessment of his work by the President, Panchayat Samiti/Chairman, Zila Parishad should be obtained separately and taken into account by the reporting officer, but not incorporated as such in the confidential report.

6.5.9. Powers of transfer of staff working in the Panchayati Raj institutions within the district should vest in the Collector/Chief Executive Officer (where his status corresponds to that of a Collector).

6.5.10. In respect of each category of the employees of Panchayati Raj institutions, the normal period of tenure at a particular place of posting should be fixed.

6.5.11. Every Panchayat Samiti/Zila Parishad should conduct a detailed survey of the area before the commencement of each Plan with a view to determining the location of works like schools, irrigation wells, roads etc. Priorities should then be drawn up in consultation with the technical officers concerned. Grants made available to various areas should be strictly in accordance with the order of priority thus laid down.

6.5.12. Specific rules should be laid down for the use of transport belonging to the Panchayati Raj institutions. Logging of the journey should be made compulsory.

6.5.13. Non-official members should not have access to the official records. They may, however, ask for information from the Chief Executive Officer or on the floor of the House.

6.5.14. The power of removal of members of Panchayats should vest in the Collector. The Collector should also exercise that authority in respect of Sarpanches or members of Panchayat Samitis. The powers to remove the head of the Panchayat Samiti and members of the Zila Parishad should vest in the Commissioner/Board of Revenue. The powers to remove the Chairman of the Zila Parishad should vest in the State Government. Appeals against the orders of authorities below the State level should lie to the next higher authority.

6.5.15. The rectification of procedural irregularities and enforcement of the prescribed procedure and rules in so far as they do not relate to elections or disciplinary matters against members or office-bearers of Panchayati Raj institutions should vest in the normal official agency whether within or outside the Panchayati Raj institutions.

6.5.16. Prescribed official hierarchy should have the emergency powers to suspend the resolutions of the Panchayati Raj institutions.

6.6. Financial

6.6.1. The financial powers of the Zila Parishad and Panchayat Samiti and their standing committees as also those of the Chief Executive Officer/ Block Development Officer should be specifically defined. Within the respective limits thus defined, the authority concerned should be accountable for the validity of the sanctions issued.

6.6.2. Minimum and maximum rates of taxes leviable by Panchayat Samitis/Zila Parishads should be prescribed by Statute; default in raising the minimum should be a ground for action against the institution concerned. Panchayati Raj bodies should normally collect their own tax levies, except items like surcharge on land revenue or stamp duty to be collected by the agency responsible for collecting the principal tax.

6.6.3. Panchayati Raj institutions at the higher tiers should have the powers to scrutinise and examine the budgets of the constituent lower tier units and make suggestions.

6.6.4. Each Panchayati Raj institution at the lower two tiers should send a quarterly statement of income and expenditure to the next higher tier body for scrutiny and making suggestions.

6.6.5. The Sarpanch of a Panchayat should not keep any cash balance with him beyond a certain prescribed limit.

6.6 6. Contractors should not be paid advances before the commencement of the work. Violation of this provision should make the Sarpanch liable for disciplinary proceedings.

6.6.7. Except where the entitlement is clear and allotment of funds has no relation to local factors, funds intended for Panchayati Raj institutions at the lower two tiers should be routed through the higher tier bodies.

6.6.8. Where the land belonging to a Panchayat has been transferred by the collusive action of the Sarpanch or any other member of the Panchayat, there should be a provision to surcharge such Sarpanch or Panchayat with the cost of its common land.

6.7. Besides the safeguard measures suggested by the Workshop, the Conference also recommended that an appropriate code of conduct be evolved for the elected representatives, and office-bearers of the Panchayati Raj institutions with a view to ensuring against misuse of directives, abuse of powers and unwholesome political influences in decision-making. Such a code of conduct should be evolved by the State Governments; the All India Panchayat Parishad might also be requested to work out a model code of conduct. While drawing up such a code, the need for an adequate enforcement machinery should also be duly taken into account.

7. Administrative Relationships [Agenda Item II(vi)]

7.1. The Conference considered the problem of administrative relationships under Panchayati Raj and made the following recommendations :

7.2. Official Non-official relationship

7.2.1. The village Patwari should send copies of reports of mutations effected to the village Panchayat and also read them out at the next Gram Sabha meeting. When the Panchayat required any official working in the Panchayat to attend a Panchayat meeting, it should be his duty to attend the meeting. In the preparation of village production plans the village teacher and the village Patwari should be associated as members.

7.2.2. The Sub-divisional Officer might be made a member of the agricultural production committee of the Samiti. In order that he might function effectively in this capacity there was need to give him special training, including an independent charge as BDO. In this context the training programmes for the SDOs arranged both by the States and the Centre should be reviewed.

7.2.3. The appointment of contractors for execution of work would be the function of the appropriate officer and not of the non-official chairman or the president of the Panchayati Raj body who should take appropriate measures to ensure that non-official members did not interfere with the official duties of the officers concerned or bring unwholesome pressure to bear in the matter of choice of contractors.

7.2.4. Non-officials should be encouraged to raise questions relating to subjects that were within the competence of Panchayati Raj bodies at the meetings and officials should endeavour to furnish as full and complete information as possible on the matters thus raised. If the non-official desired any information and asked for it, it should be the duty of the officials concerned to furnish the same promptly. When the officials were conducting any meetings and educative programmes in the villages then the non-officials should attend the meeting and assist the officials in the educative developmental and training programmes.

7.2.5. The normal lines of promotion and disciplinary action which were provided for in the official administrative set-up appeared to be sufficient incentive to make them function efficiently. So far as the official functionaries were concerned, VLWs might be given adequate to cash bonus for outstanding work done which was measured by job-*cum*-evaluation.

7.2.6. There should be no disciplinary control by the non-official chairman over the official functionaries.

7.3. Relationship between officials

7.3.1. The officers below the level of Block Development Officer should issue all orders and the communications only through the B.D.O. Any reports or intimations to be sent by the administrative or technical officials to the higher hierarchy above should be through the BDO. Further, if during the course of inspection any technical officer thought it necessary to give instructions to the corresponding Extension Officer or VLW, all such instructions should be sent to the BDO. The BDO would be the local official to carry out the instructions of district heads of departments.

7.3.2. With regard to the Chief Executive Officer of the Zila Parishad, similar arrangements should be effected. The heads of departments or their deputies at the regional level shall correspond with the district officers under their control through the Chief Executive Officer. The district officers should correspond with the officers at the regional or the state levels through the Chief Executive Officer and the Chief Executive Officer would be the district agent for carrying out the instructions of all the heads of departments or their deputies at the regional level.

7.3.3. Periodic inspections should be undertaken by BDOs and district heads of departments.

7.3.4. It should be the special responsibility of district heads of departments to offer programme guidance to the respective extension staff.

7.4. Relationship between Panchayati Raj Institutions at different levels

Inspection of lower tier Panchayati Raj bodies should be conducted by the officers of the higher tier Panchayati Raj bodies and not by the non-official members of these Panchayati Raj bodies.

7.5. Relationship between Panchayati Raj institutions and officials at the State/Regional levels.

Heads of development departments concerned with Zila Parishads
secured in two ways, *viz*., either by making the Collector the chairman of
visits should be included in their tour programmes. Similarly, regional
level deputy heads of departments should also visit the Zila Parishads
whenever they visited their headquarters and such visits should be included
in their tour programmes. The problems concerning the department should
be discussed with the Chief Executive Officer and the non-officials present.

7.8. Role of the Collector

The Conference took note of the Prime Minister's view regarding the
pre-eminent role of the Collector in the district and felt that this could be
secured in two ways, *viz*. either by making the Collector the chairman of
the Zila Parishad or by making him a member of the Zila Parishad and
chairman of its standing committees. Where the Chief Executive Officer
of the Zila Parishad was of the rank of a Collector, the position which the
Collector should occupy *vis-a-vis* Panchayati Raj could be occupied by the
Divisional Commissioner provided he was assisted by an officer of the rank
of a Deputy Commissioner to do normal detailed inspection of the work
of the Zila Parishad. If the Collector was given the same status and work
as in Madras or in Andhra Pradesh, it would be essential to give him an
Assistant to look after the normal revenue work as had been done in
Madras and as was being proposed in Andhra Pradesh.

8. PANCHAYATI RAJ, COOPERATION AND MOBILISATION FOR PRODUCTION PROGRAMMES (AGENDA ITEM III).

8.1. The Conference stressed the primary responsibility of Panchayati
Raj institutions for the mobilisation of resources for production pro-
grammes at the local levels and the need for gearing the cooperatives fully
for playing their role in the implementation of schemes relating to agricul-
tural production. It made the following recommendations :—

8.2. In view of the fact that the Panchayati Raj institutions and the cooperatives were two vital and complementary instruments for an effective mobilisation of resources at all levels, it was of the utmost importance to ensure the desired level of coordination between the two.

any voting rights for such *ex-owcio* mebers.

8.3. Provision should be made for mutual representation in the Panchayati Raj institutions and cooperatives on a reciprocal without any voting rights for such *ex-officio* members.

8.4. At the time of drawing up of production plans cooperatives should be associated at all levels to avoid possible difficulties in implementation later.

8.5. Till such time as mutual representation between the Panchayati Raj institutions and cooperatives was brought about by law, a representative of the Panchayat should be associated, by convention, with the distribution of supplies.

8.6. Wherever a cooperative was weak and was unable to arrange for necessary supplies and services, the higher tier of the cooperative structure should step in to make the necessary arrangements; and in case even this was not possible, the responsibility should be taken over by the Panchayat Samitis with such help from the Panchayats as was necessary.

8.7. The comprehensive review of the legislative provisions, executive instructions, etc., suggested by the Planning Commission, to ensure that the Panchayati Raj institutions played a more effective role in the sphere of agricultural production needed to be completed by the States at an early date.

8.8. The rural works programme, launched on the eve of the Third Plan, was ideally suited for the mobilisation of surplus manpower, for increasing agricultural production and building remunerative community assets. This programme needed to be implemented on a much larger scale so that at least 2,000 blocks were covered by the end of the Fourth Plan.

8.9. As a pre-requisite for the mobilisation of local effort, it was necessary to involve Panchayati Raj institutions in the planning process.

8.10. Agricultural Production Committees of the Panchayati Raj intitutions should give far more detailed and continuous atention to the subjects remitted to their care than the parent bodies. In order that the committees could remain in direct touch with the actual progress of implementation in the field, it would be appropriate if their meetings were held from time to time at various suitable places in the block/district.

8.11. The term of the Agricultural Production Committee should be co-terminus with that of the parent body as otherwise the period would be too short for any significant contribution to be made by the members.

8.12. For a speedier implementation of the production programme, it was necessary that powers were delegated to functional committees and executive officers to the maximum extent possible.

8.13. While determining the success achieved by a Panchayti Raj institution in stepping up agricultural production and mobilising resources, it would be necessary to take into account the extent of financial investment made by it from out of its own resources in production programmes.

8.14. The experience of the IADP districts where combination of organisational effort at the official level, with emphasis on involvement of local institutions, had made a distinct impact for increasing production needed to be extended in a purposeful manner to the other areas also.

9. TRAINING AND EDUCATION (AGENDA ITEM IV)

9.1. The Conference recommended as follows :—

9.2. Utilisation of Training Capacity

9.2.1. In States where this has not already been done, an officer of Class I status should be provided to function as Director or Joint Director in charge of training programmes; he should work under the Agricultural Commissioner/Development Commissioner. He should be provided adequate supporting staff.

9.2.2. The State Governments may prescribe suitable data to be maintained by the officers concerned, which give ready information about all categories of functionaries, the training courses and those to be deputed in courses to be conducted in the near future.

9.2.3. Whoever is the authority to issue the deputation order for training, should, in that order, sanction T.A. and other necessary advances and also specify the substitue arrangements, wherever the training is for a long period. If proper record is maintained to show who have been trained and who have to be sent for training, there should not be any difficulty in issuing the order referred to above in time. Secondly, this will eliminate the possibility of the same person being sent for training at too frequent intervals. These steps would ensure advance thinking and preparation for the training programmes by the State Governments.

9.2.4. The Government of India have agreed to bear 50 per cent of the expenditure on the training reserve for B.D.Os. and A.E.Os. But the Central assistance has not been fully utilised by most of the States. It is suggested that immediate provision be made for providing training reserves for all categories, to the extent of 5 per cent of the strength of the cadre, provided that in the case of Extension Officers and B.D.Os., the training reserve should not be less than one officer per district of each category.

9.2.5. The training courses should be so scheduled as to avoid the principal agricultural season.

9.2.6. Direct recruits, who may be appointed as B.D.Os., should be given all the preliminary training required in development work during their probation period (before they are allowed to assume charge as a B.D.O.). There should be a comprehensive paper covering all the development activities in their departmental examination. It is felt that the departmental examination rules for B.D.Os., require to be modified in some States to reflect adequately the emphasis on welfare administration

9.2.7. Officers promoted or transferred, or deputed from various services to be appointed as B.D.Os. should be given orientation and job training at the earliest opportunity and, in no case later than one year from the date of their joining as B.D.Os.

9.3. Field orientation of training Centres

The Conference recommended that the following steps might be taken for providing a better understanding of the field situation by the Training Centres:—

9.4. Field Studies

9.4.1. Field studies are extremely important to keep the Training Centres in touch with the current programmes in the field. In order that the Centres can do justice to such research studies the following steps may be taken :—

9.4.2. The number of courses, particularly in the Orientation and Study Centres, should, if necessary, be suitably reduced.

9.4.3. The Research Wing of N.I.C.D. should be adequately strengthened to enable it to give the required guidance to the Training Centres.

9.4.4. Such study projects should be taken up which are related to the problems in the areas from which the Training Centres get their trainees.

9.4.5. The Training Centres should invite suggestions from the participating State Governments on the subjects of field studies. On the basis of the suggestions received from the State Governments, the Managing Board should make a selection of the subjects for field studies with due regard to the capacity of and time available to the staff of the Training Centre.

9.4.6. The State Governments should be requested to give due importance to the reports made after such studies.

9.4.7. The institutions in the neighbourhood of the Training Centre, particularly the research staff of the Universities, may be taken advantage of by the Training Centres in carrying out field studies.

9.5. Special Programmes

9.5.1. If any special programme is taken up in a Block where the Training Centre is located, the services of the Centre may be utilised by the State Governments to carry out simple field studies related to the special programme, as for instance, Applied Nutrition Programme.

9.6. Integrated Planning

9.6.1. Wherever in the vicinity of the training centre, there is a qualified academic institution to take care of the work relating to the integrated district planning scheme, the training centre should be suitably associated.

9.7. Attachment of Blocks

9.7.1. The training centres should also be closely associated with the working of the block in which it is located. Indeed the principal of the training centre could be invited to attend the Block Samiti and staff meetings; the other Instructors might be invited to attend the meetings of appropriate standing committees of the Samiti. Further, the Five village scheme should be intensified, the Principal may indicate to the Block Samiti the additional programmes which could be taken up in the Five Villages adopted by the training centre so that maximum coordination may be secured in working out the programme in these villages.

9.8. Special courses at the Orientation and Study Centres

9.8.1. The revised pattern of courses introduced from April, 1965 in Orientation and Study Centres makes it possible for these Centres to conduct special courses, according to the current requirements of the participating State Governments. These special courses may be for either specific categories of functionaries or focussed on specific programmes. In view of the importance of training the Presidents of Panchayat Samitis, the Conference recommended that this facility should be availed of for conducting special courses for Presidents and Vice Presidents of Panchayat Samitis in their own language. This would ordinarily mean that the special courses would cater to the training needs of non-officials of one language-area. The State Governments may be requested to continue to give the same assistance as they have been doing so far for such non-official training.

10. YOUTH AND WOMEN (AGENDA ITEM V)

10.1. The Conference felt that the factors responsible for the limited progress of the youth and women's programme were:—

(a) want of a sufficiently wide range of activities to enable the members to choose their activities;

(b) inadequate staffing of the extension workers for social education and women welfare;

(c) inadequate interest of Panchayati Raj institutions in youth and women's organisations;

(d) inadequate financial assistance to maintain continuity of the programme; and

(e) absence of incentives.

10.2. The Conference recommended the following measures for utilising the programme.

10.3. Coverage

While efforts should be made to strengthen the existing Mahila and Yuvak Mandals, their number in every block should be increased progressively, so that eventually there is at least one Mahila Mandal and one Yuvak Mandal in every village with a population of 500 and more.

10.4. Programme Content

10.4.1. Besides recreational, cultural and social activities, which provide an initial motivation for the members of the youth and women's organisations to come together, economic programmes which can sustain the group interest should be encouraged.

10.4.2. There should be a national policy for child and adolescent care and protection with a view to preparing good citizens: the youth and women's programme in the Community Development blocks should fit in with this policy. The programme should be fully co-ordinated, for instance,

with the proposed scheme for integrated family and child welfare centres and the activities of voluntary organisations in the field.

10.4.3. The Mahila Mandals should also undertake giving of advice and guidance in family and marital problems, helped by Mukhya Sevikas who should be trained for the purpose with regard to the socio-legalistic aspects of the problem.

10.5. Personnel

For the success of the programme, it is essential that the following staffing pattern is maintained :—

10.5.1. Field level

There should be two Gram Sevikas per Block assisted by associate women workers. For assisting yuvak mandals in agricultural programmes, the existing village level workers may be utilised.

10.5.2. Block Level

There should continue to be one Social Education Organiser and one Mukhya Sevika per block.

10.5.3. District Level

The District Social Education Organiser or the District Welfare Officer, wherever existing, may be entrusted with supervision of the youth and women's programmes. Elsewhere, such an officer should be provided at the regional or divisional level at least for the women's programme.

10.5.4. State Level

It is essential that there should be a Director of Women's programme in States where such an officer has not yet been appointed.

10.6. Organisation

10.6.1. Mahila and Yuvak Mandals should be helped to acquire their own buildings for their proper functioning.

10.6.2. Yuvak and Mahila Mandals should, as far as possible, be enabled to constitute themselves into registered societies.

10.7. Role of Panchayati Raj Institutions

The extent to which Panchayati Raj bodies take interest in the work of Yuvak and Mahila Mandals will determine, in a large measure, the quality of performance of these organisations. Yuvak and Mahila Mandals should be given definite programmes for implementation by the Panchayati Raj institutions and provided with necessary financial resources and technical and administartive supervision. Periodical reviews by Gram Panchayats, Panchayat Samitis and Zila Parishads would go a long way in concouraging the further growth of the youth and women's programme.

10.8. Provision of funds

10.8.1. Mahila and Yuvak Mandals should be encouraged to raise their own resources through contributions and subscriptions and from assets transferred to them by the Gram Panchayat bodies. They should also be able to get some returns from economic programmes.

10.8.2. These organisations should be provided with a minimum annual grant for maintenance to enable the continued and efficient functioning of these bodies. This should be done by earmarking appropriate funds from the resources of Panchayats and Panchayat Samitis and from the budgets of Ministries and Departments like those of Agriculture, Industries, Health and Education.

10.9. Incentives

10.9.1. Incentives should be offered in the form of allotment of agricultural land, fishery tanks and poultry units. A scheme of competitions, awards, study tours and the like should also be formulated as additional incentives.

10.9.2. Awards for best Mahila Mandals and Yuvak Mandals at district and State levels should be offered on the criteria of performance in the following fields :—

Mahila Mandals

Mobilisation of local women, production, applied nutrition programme, family planning, home management, child care, crafts and industry, education, cultural activities and village works and programmes.

Yuvak Mandals

Mobilisation of youth, production programmes, vocational training, village industry, cultural actities, education and village works and programmes.

10.10. Federal Structure

A federal structure at the Block level in the first instance and subsequently at district levels can lend valuable support to the programme activities of Panchayati Raj institutions. These federal organisations could be entrusted with specific activities such as organisation of youth rallies, competitions and training camps, coordination of activities of Mahila Mandals and Yoth Clubs, and assisting Panchayati Raj bodies in planning women and youth programmes. Panchayati Raj bodies should, wherever possible, recognise the federal units at their levels by co-opting their representatives in the sub-committees.

10.11. Training

10.11.1. The existing instructions to involve youth in an increasing measure in the Gram Sahayak Training Camps should be implemented in all the States.

10.11.2. More opportunities need to be given to promising young farmers to undergo specialised training of longer duration in agricultural activities including (a) agricultural production (b) horticulture (c) pisciculture and (d) poultry.

10.11.3. Training courses organised for various categories of staff under the Applied Nutrition Programme need to be utilised fully by youth and women workers.

10.11.4. The 12-day camp organised for youth leaders and workers at Social Education Organisers Training Centre and Gram Sevika Training Centres should be intensified.

10.12. Reporting, Evaluation and Follow-up

For systematic evaluation, reporting and follow up to judge the levels of performance and the trends of the entire programme simple reports might be called not more than twice annually.

11. RURAL MANPOWER PROGRAMME (AGENDA ITEM VI)

Objectives and scope of the programme

11.1. The Conference was of the view that during the Fourth Five Year Plan the Rural Manpower Programme should not only provide supplementary employment opportunities during the slack agricultural season on the basis of existing skills, but also provide on-the-job trainingn to facilitate imparting of new skills. The Conference, however, felt that the conventional Rural Works Programme offered only limited possibility for skill-formation.

Financial provision

11.2. The Conference considered the proposed provision of Rs. 50 crores during the Fourth Plan for the programme to be far too inadequate. It recommended that the provision be suitably enhanced in view of the importance of the programme. Funds for skill-formation should be separately provided in addition to the provision for the works programme.

Selection of areas

11.3.1. The conference was of the view that the programme in the Fourth Plan should be implemented only in those areas where the problem of unemployment or under-employment was acutely manifest. The Conference recommended the following indicators for the identification of such areas :—

(i) density of population per square mile;
(ii) proportion of people living in rural areas;
(iii) employment in organised industries;
(iv) value of output per acre;
(v) wage rate of agricultural labour; and
(vi) per capita cultivable area, and percentage of double cropped and irrigated areas to total areas sown.

11.3.2. The Conference felt that the employment expected to be generated by other works to be undertaken under plan and non-plan programmes should also be kept in view while selecting areas for this programme. Local knowledge of the field officers and institutions regarding the employment position in the area should also be given due consideration.

11.3.3. The Conference recommended that the review of the working of the programme for identifying and invalidating ineffective Blocks should be completed by all the States before the end of October 1965.

Programme content

11.4.1. The Conference felt that, by and large, the following criteria should be applied for the selection of schemes :—

(a) labour-intensiveness ;

(b) non-involvement of higher technical skills;

(c) maximum utilisation of local resources;

(d) low requirements of materials and machine content; and

(e) contribution to the stepping up of agricultural production or creation of community assets.

11.4.2. The Conference recommended that State Governments should examine their existing schemes on the basis of the above criteria and make suitable modifications where necessary.

11.4.3. The Conference reiterated the view that grant of loans to individuals for schemes like irrigation wells should not be made under the programme.

Public contribution

11.5. The Conference noted that the existing condition that the scale of public contribution for schemes under the programme should be the same as for similar schemes under the Community Development and departmental programmes had not always proved workable. This was particularly so in backward areas. The Conference recommended that public contribution need not be insisted upon if such insistence was likely to delay the execution of works unduly.

Wage rate

11.6. The Conference was of the firm opinion that the procedure of paying the labourers less than the prevailing rate and treating the difference as public contribution should be stopped.

Planning and organisation

11.7.1. The Panchayati Raj institutions down to the village panchayats should be fully involved in this programme: in States where this work was at present being undertaken through Government departments, the programme should be progressively handed over to the Panchayati Raj institutions.

11.7.2. Funds under the programme should be allocated in full to the Panchayati Raj institutions implementing the programme.

11.7.3. The technical organisations should be strengthened and assistance of departmental technical staff provided to them in full measure.

11.7.4. Labour cooperatives and voluntary organisations should also be encouraged in the planning and execution of this programme.

11.7.5. Administrative and technical organizations at different levels should be suitably strengthened; the expenditure on this should not, however, exceed 10 per cent of the total cost of the programme in a State.

Training

11.8. The Conference recognised that the training of the supervisory, administrative and technical personnel as also of Sarpanches and Panchayat Secretaries should be imparted through seminars and short-duration courses. The existing institutional facilities should also be fully availed of.

Reporting, Inspection and Evaluation :

11.9.1. The Conference recommended that quarterly and annual progress reports in the prescribed form should be prepared and scrutinised at different levels. The responsibility for sending the reports on officers at different levels should also be clearly indicated.

11.9.2. The Conference further suggested that the periodical evaluation should particularly bring out the following points :—

(i) whether the employment benefits accrued to deserving persons;

(ii) whether there was any diversion of labour from works already being undertaken in that area;

(iii) the extent to which the under employed were benefited by this programme; and

(iv) the extent to which the works were labour intensive and had assisted in stepping up agricultural production and/or creation of community assets.

On-the-job training for imparting new skills

11.10. The Conference realised that in addition to the programme of providing employment on the basis of existing skills, it would be necessary and desirable to improve the skills of the rural working force with a view to improving their employability and facilitating the needed transition from agriculture to secondary and tertiary activities. The Conference felt that it would not be easy to integrate this type of training in the Rural Works Programme. Whilst on-the-job training for certain crafts like masonry, brick-making and for skills relating to items like fuel and forest plantations could be undertaken, to a limited extent, under this programme, it was felt that where long duration or institutional training in higher types of skills was needed the training should be undertaken under a separate programme.

WEAKER SECTIONS

12. **Tribal Development Blocks** [Agenda Item VII(i)]

12.1. The Conference reviewed the development effort thus far made in the tribal development blocks and felt that there was a need for a change in the approach to the problems of tribal development. The Conference made the following recommendations in this behalf :

12.2. Area Approach

12.2.1. Experience in the Third Plan had shown that the tribal development block area with a population of about 25,000 was too small for carrying to the tribal areas the various services essential for their fuller development. Also full benefit from development programmes under different heads did not reach the tribal people. Besides, even with the opening of 1,000 T.D. Blocks in the Fourth Plan, about a fourth of the tribal population would not have been served. Under these circumstances, it was necessary to adopt an area approach. Contiguous tribal development blocks and even small pockets containing a concentration of tribal population should be grouped to form what could be called a Tribal Development Area. In no case, however, should a tribal development area be larger than a district. An integrated plan for the Tribal Development Areas as a whole should be prepared. Within this Plan, there should be detailed plans for individual tribal development blocks. The Area Plan would take into account resources available specifically for the tribal population as well as resources provided under different development programmes in the district. Depending upon the composition of population in each Area, the programme should be so designed and implemented that maximum benefits would reach the tribals. There should be sufficient flexibility for this purpose in the programme pattern for each Area. In preparing the Plan for each Area, the special characteristics, skills and the stage of preparedness of the tribal people should be taken into account.

12.2.2. Whilst adopting the area approach, there was also need for intensifying effort on selected areas particularly in the fields of increasing employment opportunities, taking concerted steps to prevent effectively the exploitation of tribals by non-tribals, removal of social disabilities, etc. These select areas would serve as models for the building up of adminstrative and organizational resources.

12.3. General

12.3.1. Socio economic surveys in the pre-extension stage of the tribal development blocks should receive greater attention than now. The block staff should be utilised in the process and research and other institutions actively associated to the extent possible.

12.3.2. At least 75 per cent of the funds (in the T.D. Budget as well as in the C.D. Budget) available under the head "Economic Development" in the Tribal Development Block Budget should be earmarked for schemes for the exclusive benefit of the tribals.

12.3.3. As pockets of tribals would not be covered by T.D. Blocks even if the population criterion were to be reduced to 50 per cent, it would be necessary to notionally consider as "sub-block" those areas where the concentration of tribal population was at least 10.000 in a compact area. Special programmes for the benefit of tribals should be implemented in these pockets. A separate pattern of central assistance should be worked out for the purpose.

12.4. Programme Implementation

12.4.1. The programmes of various development departments should be specially oriented to meet the requirements of tribals. Particular attention should be paid to the development of poultry, piggery, sheep development etc. which are specially suited to the skills and aptitudes of the tribal people.

12.4.2. Educational programmes, in particular, require re-orientation. The activities in *ashram* schools and other residential schools should include raising of school gardens and orchards and running of poultry, piggery, sheep and fishery units.

12.4.3. The Khadi and Village Industries Commission may have a separate wing at the State level to look after the village industries programme in tribal areas. Particular emphasis should be laid on forest-based industries such as lac, preparation of lead plates, processing of non-edible oil seeds, sericulture, etc. The concerned technical departments should make available their financial, organisational and technical inputs for the promotion of this programme.

12.4.4. The means and know-how of converting waste, such as human refuse, carcases, etc. into value, evolved at research centres, should be extended to the field level.

12.4.5. Steps should be taken to establish four important types of co-operatives in tribal blocks, *viz.*, service cooperatives, forest labour co-operatives, labour contract societies and primary marketing and processing societies located at *Mandi* Centres. Depending on the viability of the volume of business, a Tribal Development Cooperative Corporation should be set up at the state level as in Andhra Pradesh.

12.4.6. Alienation of land to non-tribals should be prohibited by law where this has not already been done. Provisions should also be made to prohibit leases beyond a reasonable period of time.

12.4.7. With a view to avoiding excess expenditure on construction, buildings should be set up which could be designed to serve more than one purpose. Before deciding on construction of any new building, the possibilities of optimum utilisation of the existing buildings should be carefully explored.

12.4.8. The executants of works in tribal development blocks, should, as much as possible, be tribals themselves.

12.4.9. With a view to ensuring adequate representation of tribals in the extension staff and other services, there should be relaxation of the educational qualifications. An intensive training course should, however,

be organised for them. The endeavour should be to see that at least 50 per cent of the V.L.Ws. and the other extension staff in the tribal development blocks should be tribals.

12.4.10. The officers of the Tribal and Welfare Department should be fully involved in the planning and implementation of schemes for the benefit of the tribals.

12.5. Administrative Arrangements

12.5.1. Considering the dimensions of the programmes of development for tribals and other backward classes, it would be desirable to have a separate officer at the state level in over all charge of all these programmes to assist the Development Commissioner.

At the district level also, there should be a separate officer of sufficient seniority to be in exclusive charge of programmes of tribal development and welfare of other backward classes.

Similarly in each block, there should be a separate Extension Officer in charge of these programmes as part of the Block team.

The additional expenditure incidental to the consequent creation of new posts or upgradation of existing posts should be shared equally between the centre and the states.

12.5.2. With a view to ensuring adequate arrangements for training for these functionaries, it would be necessary to have a appropriate complex of training institutions in each state.

12.5.3. There should be a sub-committee of Panchayati Raj institutions at the district and block levels to review the programmes of development of tribals and other backward classes. The committees in tribal areas should be composed only of tribals. Attempt should be made to seek the cooperation of traditional tribal Panchayats.

12.5.4. Special allowances should be given to officials posted in tribal areas. Incentives such as rent-free quarters may also be provided.

12.5.5. To ensure long enough stay of officials in tribal areas, transfers should be reduced to the absolute minimum. Except, broadly on promotion or for disciplinary reasons, the staff in the tribal development areas, should not be transferred within a period of three years.

13. OTHER WEAKER SECTIONS OF THE VILLAGE COMMUNITY [AGENDA ITEM VII(ii)]

13.1. The Conference recognised the need for a sharper focus on economic programmes in the promotion of the welfare of the weaker sections and felt that the endeavour to make a significant impact on the economic conditions of the weaker sections should necessarily have to be through cooperatives which offered the benefits of large scale organisation to individuals with slender resources, though the Community Development agency and Panchayati Raj institutions had their own role to play in this behalf.

13.2. Definition of 'Weaker Sections'

13.2.1. The Conference recognised the need for arriving at a more precise definition of the term 'weaker sections'. Besides scheduled castes and scheduled tribes, who would be covered under Article 46 of the Constitution, the Conference suggested that the term 'weaker sections' should also include agricultural labourers, landless labourers, sub-marginal cultivators and tenants belonging to other communities. As regards the category 'sub-marginal cultivators and tenants', the Conference felt that the term should broadly include those whose holdings were 1/9th or less of the maximum prescribed under the Land Ceilings Legislations of the respective States.

13.2.2. Where, however, this definition would mean coverage of an unmanageable number of persons under the term 'weaker sections', the State Governments could adopt a proportion less than 1/9, so that the hard core of weaker sections could be covered. Also, in special areas, particularly around big cities, those who own specially valuable lands such as vegetable gardens could be excluded from the category 'weaker sections', though the area of their holdings would entitle them to be termed so.

13.3. The Conference outlined the following courses of action as an approach to economic advancement of the weaker sections on the co-operative base.

13.4. Earmarking of Funds

13.4.1. It was necessary to earmark funds for the weaker sections in select development programmes which lent themselves to efficient handling by the weaker sections in view of the traditional skills they possess and in view of the possibility of imparting or improving skills easily. Such programme might cover poultry, piggery, fishery, sheep rearing, dairy, rural housing and non-mechanised transport. The Committee welcomed the recent circular of the Ministry of Food and Agriculture to the State Governments suggesting the earmarking of 75 per cent of the plan resources for poultry and dairy development for the cooperative sector and the further earmarking of 50 per cent of this allocation for giving assistance to individuals belonging to the weaker sections of the community. The Committee suggested the following percentages of such earmarking under certain heads of development:

Scheme	% reservation for the cooperative sector out of total plan outlay.	% earmarking for weaker sections out of col. 2
Piggery	75	50
Fisheries	75	75
Non-mechanised transport	75	75
Housing (Urban)		
(1) Low Income	30	75
(2) Slum clearance	50	75
Housing (Rural)	30	75

13.4.2. The Conference, however, felt that where it was difficult to form effective cooperatives, the State Governments could take recourse to other steps to maintain an efficient level of production and supplies. In adopting this line of action, the committee recommended that a project approach be adopted, *i.e.* all technical aspects including survey, location of projects, etc. should be decided by the technical departments. Common services should be provided as an integral part of the respective schemes which should also take care of marketing facilities.

13.5. Special Cooperative Programmes

13.5.1. Besides earmarking of funds, as suggested above, the Conference recommended the promotion of certain types of cooperative programmes specially suited to the requirements of the weaker sections, *viz.*, labour co-operatives, cooperative farming and agro-industrial functional cooperatives.

13.5.2. As regards labour cooperatives, the Conference noted that a pilot scheme for intensive development of labour cooperatives in one district in 10 selected states had already been approved. Certain measures like reservation of works, exemption from the payment of security deposits, price preference up to 5 per cent of the value in regard to tenders, regular fortnightly payments, etc. should be taken to ensure the successful working of labour cooperatives.

13.5.3. The Conference recognised the key role of joint cooperative farming in increasing production and improving the economic condition of marginal and sub-marginal cultivators. For giving further impetus to co-operative farming societies, the Committee recommended provision of effective technical guidance and treating the areas covered by the societies as "package areas".

13.5.4. In the light of the earmarking of funds for specific schemes in the cooperative sector for the economic advance of the weaker sections, the Conference recommended the setting up of appropriate functional coopera-tives such as poultry societies, dairy societies, piggery societies, etc. A concrete action programme for the purpose should be evolved.

14. Applied Nutrition Programme (Agenda Item VIII)

14.1. The Conference reviewed the working of the applied nutrition programme in all its aspects and considered the approach to the Fourth Plan taking into account the suggestions of the Inter-State Conference on Applied Nutrition held in May last. It made the following recommenda-tions:

Objective and Approach

14.2.1. The objective of the Applied Nutrition Programme including nutrition education and production and consumption of nutritive foods should be a primary concern of the community development programme

14.2.2. Agricultural production programmes, especially at the district level, should reflect the nutritional requirements of the people in terms of protective foods.

14.2.3. The programme should be implemented as a composite whole and the resources, to be earmarked for the purpose, of the departments concerned with the different components of the programme should be integrated under a single head 'applied nutrition'.

14.2.4. Certain suitable concrete measures should also be evolved for putting the programme on a self-sustaining and self-generating basis making it independent of individual producers.

14.2.5. A definite strategy should be worked out for the spread of the programme over villages in selected blocks. Villages where the physical. human and institutional resources were available and the local organisations were keen and responsive should be covered first.

Production

14.3. Horticulture

14.3.1. Irrigation facilities and fencing should be provided in all school and community gardens which should be carefully selected for serving as effective demonstration units.

14.3.2. The practice of supply of packages of seeds, fertilisers and pesticides according to a systematically worked out cropping patern, should be universally adopted and timely supplied arranged.

14.3.3. Local production of certified quality seeds and seedlings, and the establishment of processing units should be expedited.

14.3.4. The school teacher should be involved in horticultural programme as its prime mover. Gardening should be included in the curricula of schools and teachers' training institutes.

14. Poultry

14.4.1. Arrangements for balanced poultry feed should be made by the Government on a no-profit-no-loss basis. Cultivation of hybrid maize should be encouraged and imported maize allocated on priority for the poultry feed in programme blocks.

14.4.2. The regional and the State poultry farms should be strengthened to ensure an adequate line of supply of birds.

14.4.3. The deep little system, even though economically more productive, need not be insisted upon in distant areas where regular supply of poultry feed at reasonable prices could not be maintained and where returns were relatively inadequate.

14.4.4. Availability of proper and adequate veterinary facilities should be ensured in the programme blocks.

14.4.5. A suitable organisation, preferably on cooperative lines, should be developed for the marketing of eggs.

14.4.6. In training poultry farmers, the endeavour should be to show them those types of units and equipment which could be easily adopted in the villages.

14.4.7. Only those who have sufficient time, interest and capability to run poultry units on efficient lines, should be selected. Stipend should be given to the trainees in kind—in the form of birds.

14.5. Fisheries

14.5.1. Gram Panchayats needed to be encouraged to give a portion of the catch for the feeding programme; for this purpose, fingerlings should be supplied to them at concessional rates.

14.5.2. Steps should be taken to provide nurseries in the blocks themselves and other proper institutional arrangements made for the production programme to be self-propelling.

14.5.3. Suitable arrangements, including provision of a revolving fund, should be made for marketing fish through fishermen's cooperatives.

14.5.4. Training of fishermen should include the imparting of a working knowledge of the equipment supplied under the programme. The trainees could be given a portion of the catch as an incentive.

Feeding

14.6.1. The process of selection of beneficiaries should not be hemmed in with rigid procedures. The process of selection should, as far as possible be institution based, *i.e.*, the balwadis, the primary schools and the Primary Health Centres and their sub-centres should serve as the base for the selection of beneficiaries.

14.6.2. As mothers were generally reluctant to accept supplementary food if it was not meant for their children also, it would be desirable if a 'family approach' was adopted in supplementary feeding.

14.6.3. With a view to enabling the Mahila Mandals for incurring the necessary expenditure on cooking and supplementary feeding of vulnerable groups, a community fund should be created with the joint efforts of the Panchayat, the local community, and the Government.

14.6.4. Steps should be taken to provide at least a temporary structure for the Mahila Mandals.

14.6.5. The work of Mahila Mandals should be properly supervised by periodic visits of the Medical Officer of the Primary Health Centre and the District level officers of the Women's Welfare Department and Mukhya Sevikas.

14.6.6. The school feeding programme undertaken with CARE assistance should be effectively dovetailed with the supplementary feeding programme.

Training

14.7.1. The syllabi for various categories of training should be periodically examined and revised in the light of field experience.

14.7.2. Greater stress should be laid on job orientation and the practical aspect of training.

14.7.3. Wastage of trained manpower as a result of transfer of trained official functionaries to other jobs and to non-ANP blocks should be avoided.

14.7.4. In each State a proper system should be evolved for evaluating the effectiveness of the training programme by assessing the reactions of the trainees and the trainers.

Evaluation

14.8.1. At every level the progress data should be systematically analysed. This analysis should be done every quarter at the block and the district levels.

14.8.2. Adequate arrangements should be made for an annual current evaluation of the programme by the State-level evaluation units.

14.8.3. Besides the overall assessment of the programme, it would be necessary to undertake a specific survey of the impact of the programme on the level of nutrition and nutrition consciousness. The design for this study should be made by the State Nutrition Officer with the active association of the State Evaluation Organization.

14.8.4. It would also be necessary to undertake a quick bench-mark survey which would provide base line information on health and nutritional aspects. This survey could elicit information on certain basic attitudinal aspects as well.

Administrative coordination

14.9.1. A full time senior administrator should be appointed in the State secretariat to be entirely responsible for the implementation of the programme. He could also handle youth and women's programmes and training. A separate woman officer for nutrition should also be appointed at the State level.

14.9.2. The Health Education Bureaux should be strengthened and a closer liaison established between them and the Nutrition Cells.

14.9.3. More effective functioning of the district and the block level coordination committees should be ensured. The District Collector and the District Planning Officer should be given a specific responsibility in this behalf.

14.9.4. Fuller involvement of the Medical Officer of the Primary Health Centre and his staff in the implementation of the programme, particularly in the organisation of feeding programmes and in respect of nutrition education, should be ensured.

14.9.5. Both in the matter of selection of block areas and finalisation of the content of the programme, the Zila Parishad and the Panchayat Samiti should be involved more fully.

Activisation of Youth and Women's Organisations

14.10.1. Vitalisation of Yuvak and Mahila Mandals and active association of institutions with the production and feeding components of the programme were basic pre-requisites to the success of the programme.

14.10.2. State Governments should take immediate steps for selecting Youth and Mahila Mandals eligible for assistance so that the UNICEF aid of Rs. 20 lakhs was utilised during the current year.

14.10.3. A portion of land could be given to youth clubs for growing vegetables and fruits of their choice for securing their greater interest in the programme.

Approach to Fourth Plan

14.11.1. The programme should cover 1,000 additional blocks in the Fourth Plan.

14.11.2. Under the Fourth Plan, central assistance should be made available in respect of certain components of the programme which could not be financed from normal plan schemes. This apart, it would be necessary to have a nucleus fund for the programme to provide for those production components of the programme, like small size poultry units in schools, which might not receive funds in the measure due from the concerned departments particularly in view of the fact that the objective of these small-scale units would be more education oriented.

14.11.3. While selecting additional blocks, preference should be given to blocks attached to training and academic institutions, blocks covered under intensive agriculture area programme, Tribal Development Blocks and blocks in other economically and nutritionally backward areas.

14.11.4. The national policy on nutrition should be dovetailed with the programme of agricultural production.

ADMINISTRATIVE PROBLEMS

15. Permanency of Block Staff [Agenda Item IX(i)].

15.1. The Conference reiterated the view that the temporary posts in the C.D. Blocks should now be made permanent by the State Governments without further delay as it was not conducive to the efficiency of the extension staff to keep a large number of posts temporary for long.

16. Weeding out of unsuitable staff [Agenda Item IX(ii)]

16.1. The Conference recommended that unsuitable or inefficient extension staff should be weeded out with due regard to the legal implications, if any.

17. Community Development in the Fourth Plan (Agenda Item 10)

17.1. The Conference noted that with the coverage of the entire country under the minimum schematic programme and the introduction of Panchayati Raj in almost all the States, promotion of systematic integrated planning at the local levels to help realise the maximum development potential of each area should receive special emphasis in the Fourth Plan, besides maintaining the extension services, particularly in the post stage II Blocks and consolidating Panchayati Raj. The Conference felt that for the successful working of this phase, there was need to have an overall view of the requirements of the rural sector as a whole at the national and at the state levels. In this connection, the Conference welcomed the proposal under consideration by the Planing Commission to indicate under five sectors of development, viz., electrification, education, water supply, communication and health, the order of outlay that would have to be spent in the rural areas in the Fourth Plan.

17.2. The Conference was of the view that operationally the role of the Community Development agency and the Panchayati Raj institutions in attempting the implementation of an integrated plan for the rural sector, including commodity production, provision of amenities and services and utilisation of manpower, would specifically mean the following:

(i) provision of essential amenities and services in the rural areas consistent with the availability of resources, with particular stress on provision of drinking water facility to every village.

(ii) expansion of certain special progrmmes that have proved successful in a limited area during the Third Plan;

(iii) ensuring a balanced growth of the rural economy and a balanced development of the village community;

(iv) intensive implementation of various production programmes suited to the areas concerned, so as to exploit to the maximum extent the growth potential of a diverse nature obtaining in different areas;

(v) development of plan techniques at the local levels; and

(vi) steadfast efforts at training and education and strengthening of voluntary agencies and associate organisations.

17.3. The Conference made the following recommendations under each of these heads:

Provision of Basic Amenities

17.4. Whilst finalising the State Plans, the outlay for certain basic amenities and services to be expanded in the rural areas should be separately indicated, based on the specifications of the outlays for the rural sector made at the national level. These outlays for the five year period should be intimated to the Panchayati Raj institutions who would thus be enabled to set a five year target for themselves for local resources mobilisation to meet, to the maximum extent, the needs of their respective areas in regard to the provision of basic amenities and services.

Expansion of Special Schemes

17.5. The two important schemes undertaken in a limited area during the Third Plan, viz., the Applied Nutrition Programme and the Rural Works Programme should be expanded during the Fourth Plan. In the implementation of the rural works programme, the conference felt that pointed endeavour should be made to improve the skills of the rural working force besides giving them seasonal employment on the basis of their existing skills.

17.6. Correction of Imbalances

17.6.1. A concerted attempt should be made at accelerated development of retarded areas. Such areas should be selectd on the basis of objective indices of level of development. The order and pattern of investment in plan effort should take into account the special requirements of these backward pockets. As investment undertaken for correcting the imbalances of retarded areas would be based largely on utilisation of local human and material resources, Panchayati Raj institutions had a vital role to play in bringing this about.

17.6.2. Special attention should be given to rural areas surrounding growing industrial centres and big metropolises with a view to correcting any possible imbalances in development. A plan for such areas should include—

(a) a scheme of econamic development with accent on allocation of anciliary industries;

(b) a plan for rational physical growth of the township; and

(c) provision of amenities on the requisite scale.

17.6.3. Besides correcting imbalances as between regions, it would also be necessary to correct existing imbalances between different sections of the village community. Special care for the welfare of the weaker sections became relevant in the context.

Implementation of Intensive Programmes

17.7. Whilst the imbalances of particularly backward areas were to be corrected, it was necessary at the same time to ensure fuller development of those areas with a good potential for growth. Endeavour in this direction could be based on the classification of blocks into three categories suggested by the Mukherjee Committee and endorsed by the Last Annual Conference viz., those where impact programmes of agricultural development could be taken up, those where agriculture was precarious, but there was considerable potential for animal husbandry, dairying, etc. and those where programmes of water and land development were to be first undertaken before intensive production programmes became feasible. Those Blocks which fall in the first category of this classification, but were 'below average' according to a composite index of overall development, should be given priority attention.

17.8. **Process of Planning at the Area Level**

17.8.1. The state governments should complete the survey in the selected districts as early as possible. Advance indication of likely financial inputs and physical targets in certain sectors of development should be given to those selected districts where this had not been already done. The endeavour in the Fourth Plan should be to extend the planning techniques involved in these pilot districts gradually to other districts for adoption. Attempts should also be made to provide for an institutional basis for training citizen leaders in the concept and techniques of local planning and to undertake pilot projects for investigating certain problems thrown up by the initial survey undertaken.

17.8.2. The Conference recognised that for any system of decentralised area planning to be workable, it was necessary to have a clear conception of the ideal size of the village communities. The Conference recommended that a small expert group be set up by the Ministry of Community Development to go into the question in all its aspects.

Training and education and strengthening of voluntary and associate organisations

17.9. A rigorous process of training for officials and non-officials, a massive effort at social education and planned development of associate organisations particularly around economic activities, should receive special attention during the Flourth Plan. Strengthening voluntary organisations was also particularly important.

Institutional arrangements

17.10. The Conference recognised the key role of Panchayati Raj institutions in bringing about the integrated development of the rural sector visualised during the Fourth Plan which called for vast mobilisation of mass effort. It made the following suggestions for strengthening these institutions and to enable them to fulfil their expected role :—

(i) In some states, the sectors of development allocated to Panchayati Raj bodies were less than the totality of the programmes that could be undertaken and implemented at the local levels. This position should be reviewed and the inadequacies rectified.

(ii) The state governments should take an overall view of the aggregate of schemes and resources that were to be transferred to Panchayati Raj institutions and transfer them in time.

(iii) The state governments should have a financial framework for the Panchayati Raj bodies as a whole in the State for the entire five year period as part of the State's Fourth Plan. This financial framework, with a built-in scheme of matching assistance, equalization grants, etc. should be worked out whilst finalising the State's Five Year Fourth Plan.

(iv) The executive instructions and financial procedures relating to Panchayati Raj institutions should be closely reviewed with a view to removing lacuna and constrictions, if any.

17.11. The Conference emphasised the need for maintaining and fostering community action and community approach and building up self-reliance in the village communities as the essential core of community development, particularly in the context of promoting integrated area planning. The Conference suggested that a few Development Commissioners be associated with the Working Group for the Fourth Plan of the Ministry of Community Development with a view to defining in this context, the scope and content of Community Development in the Fourth Plan.

APPENDIX I

Welcome speech by Shri Harbans Singh Azad, Minister of Food and Agriculture, Jammu and Kashmir, at the Annual Conference on Community Development and Panchayati Raj on July 24, 1965

Summary

Welcoming the delegates to the Conference Shri Harbans Singh Azad observed that Community Development and Panchayati Raj had come to stay in our country. The movement had generated awareness in the rural areas and a sense of relf-reliance had developed in the country. It had brought home to the people in rural areas a sense of development and co-operation and the people now knew the technique to step up agricultural production so that challenge on the food front could be faced. Shri Azad expressed confidence that the Panchayati Raj Institutions could play a vital role in the campaign of achieving self-sufficiency of food. Referring to the need for giving sufficient funds to the Panchayati Raj Institutions so that they could stand on their own, he pointed out that proper spending of funds by them was also important. Shri Azad requested the delegates to apply their minds in the course of deliberations to the problem of giving more powers and funds to these institutions, and to the necessity of ensuring efficient execution and integrated course of action in the country as a whole. In conclusion, he referred to some criticisms voiced against Community Development and Panchayati Raj and said that in such movements of far reaching implications and consequences, some short-comings were inevitable. He expressed the hope that these would be removed ere long the ultimate objectives of the movements realized.

APPENDIX 2

Message of Shri Lal Bahadur Shastri, Prime Minister of India for the Annual Conference on Community Development and Panchayati Raj

With the spreading of the Community Development Programme throughout the countryside, and with the establishment of Panchayati Raj institutions, a vast army of workers—non-official as well as official—has come into existence. This is an 'army' meant for the peaceful tasks of development and reconstruction, and like every army, it must have clear objectives before it. I think the biggest work that lies before this army of workers from our Panchayati Raj institutions and Community Development Blocks is to ensure the optimum utilisation of our vast rural manpower. They must mobilise the people and join with them in taking up the big tasks that lie before us in giving our villages a better and happier life.

2. First and foremost, I would like them to concentrate at this moment on the task of raising our agricultural production. Unless we can succeed in this task, all the big schemes that we are planning for this country will be in jeopardy. Shortage of foodgrains and the necessity to import them from abroad at the expense of precious foreign exchange is eating into our vitals. I would, therefore, like that this net-work of institutions that we have built up throughout the country should be energised first and foremost in this all-important task of increasing food production. This will be their triumph and achievement.

3. I would also like that our Panchayats should take upon themselves the task of planning from the grass-roots. Nobody knows better than them what their felt needs are, and they should therefore draw up their plans and endeavour to execute them. Whatever help is required from above will be given to the best of our ability, but our resources whether at the National, State or District level are necessarily limited. Our Panchayats themselves must therefore take up the basic task of drawing up schemes and executing them, and must set about this with a sense of purpose and dedication.

4. One of the complaints sometimes received about conditions in the countryside is that the strong often oppress the weak. It is even said that the Panchayati Raj institutions which we have introduced with so much faith and trust are being utilised in some areas by stronger sections of the village community to further their own advantage. In natural life, within a given species, it is seen that the stronger of the species always try to protect the weaker. We must try and bring this simple law of nature into operation in the working of our human institutions also, at least in the countryside. The stronger elements in village society should regard the powers and privileges given to these institutions as a trust to be

utilised for the benefit of the weaker sections. The Panchayats are the very base of the democratic institutions which we have set up in this country, and if this base is strong and founded on correct leadership and social justice, then democracy can never be in danger in this country.

5. I would like the Annual Conference of Community Development and Panchayati Raj and the succeeding Conference of Panchayati Raj Ministers to give thought to these matters and to bend their efforts towards utilising the new institutions which have been created since Independence to building up a real peoples' democracy, and to their economic uplift and social betterment.

I wish them all success.

APPENDIX 3

Inaugural Address by Shri Asoka Mehta, Deputy Chairman, Planning Commission, at the Annual Conference on Community Development and Panchayati Raj, on July 24, 1965

It is a welcome opportunity to be together again. These annual conferences afford an opportunity of measuring progress in the field of action. They also enable us to renew our comradeship in a common cause. But for me they have a special temptation in that they provide a sure means of testing new ideas against the hard-won wisdom of practical men. It is through our deliberations at these conferences that we are able to build up a framework for the possible as against what is merely conceivable.

2. While it is important to hold on tenaciously to reality in our attempts at social engineering, it is no less necessary to guard against the smugness that comes from our continuous preoccupation with routine. It is for this reason that I referred last year to the Indian Institute of Public Administration's study on the limited awareness of community development among the rural people even after 10 years of the programme. I understand that the National Institute of Community Development is currently engaged in a countrywide survey to probe this hypothesis. I hope that the survey will not merely test this rather limited question, but will also enable the leaders of the movement to see clearly the points where contact between them and the people has failed and how the situation can be remedied.

3. I also had occasion to refer to the need for bringing the problems of urban areas within the fold of community development and for forging a new link between rural and urban community development in order to cope with a large-scale migration from the countryside into our towns and cities. I do not know what progress you have achieved in surveying the possible field of action and what your judgment is about this problem. I am, however, quite clear in my mind that this aspect of the community development movement is going to call for a good deal of attention in the years to come.

4. Food situation continues to plague us. The coming months will once again test our capacity. We cannot live on the brink much longer. Agricultural production has to become the supreme goal of all our efforts, more so of the community development movement. The recurring food crisis provoke rise in prices, distort development and threaten the foundation of political and social stability. While we must work to push forward new methods, new tools and techniques in agriculture, we have simultaneously to get the best out of our traditional practices. Prospects of economic betterment and social rehabilitation of the submerged sections of our people depend upon the speed with which we are able to re-assert our control on the food situation. The need to attend to agriculture is paramount.

5. Talking of the future, it is perhaps possible to see a little more clearly the contours of the community development programme for the next few ears than it was possible last time. Broadly speaking, we will have to keep before us the following six objectives. The programme will have to make a much more concentrated effort in the field of agricultural production than it has done so far. It will have to work harder to provide certain minimum amenities of life to the rural population. It will be required to address itself much more seriously to the task of helping the weaker and the more vulnerable sections of the community. It will seek to improve the training and technical skill of the village level workers. It will have to utilize more effectively the seasonally idle rural manpower and to equip its younger elements with new and varied skills. Finally, it has to develop the Panchayati Raj institutions into effective instruments of areal planning.

6. Out of this rather formidable list of goals, I would like to draw your attention to three things—the programme for the weaker and vulnerable sections, utilization of rural manpower and areal planning. It is now a matter of accepted policy not only to provide programmes for the education and general economic development of the weaker sections, but also for the improvement in their working and living conditions. For this purpose it will be necessary to have tribal development areas, provide housing and house sites for the scheduled castes and improve the working conditions of sweepers and scavengers in the towns and cities.

7. A properly conceived applied nutrition programme could also be a great help. With the cooperation of international agencies like the UNICEF, the FAO and the WHO, we are already trying in a limited way to create nutrition consciousness in the people and raise their level of nutrition through the production of protective foods. This programme could fan out as a welfare measure for helping the poorer sections and quickly develop into an extension programme of poultry raising, pisciculture and horticulture. A logically co-ordinated step would be to direct the facilities for family planning to these sections, perhaps in a much more concentrated manner than in the case of the others. Both in the field of applied nutrition and family planning in so far as they bear on the needs of the poor, our success would be in proportion to our ability to make use of the Panchayati Raj institutions.

8. I now turn to the problem of utilization of our vast rural manpower. Efforts have been made in the past to tackle this problem through a programme of supplementary rural works providing seasonal employment. For well-known reasons the programme has not had much impact. Dissatisfaction with its limited progress has also provided an opportunity for taking another look at the true nature of the problem. In my view the problem of seasonally idle rural manpower cannot be solved by providing subsidiary employment of a temporary nature, however large such a provision might be.

9. When the seasonal character of agriculture is effectively removed through the expansion of irrigation, multiple cropping and the application of scientific methods there could be continuous agricultural employment throughout the year only for a relatively smaller number of people, making

a large proportion of those who are now partially employed totally surplus on land. According to one calculation the surplus population on land might be as large as 6 crores by 1981. The real problem of utilization of rural manpower is to make it possible for this surplus, which is partly concealed at present, to adapt itself to new and more productive occupations. For lack of skills it is now unprepared for this. Thus the rural manpower problem is basically one of new skill-formation and the real task before a rural manpower programme in the next 10 or 15 years is to equip an increasingly large proportion of this manpower with new skills which make it fit for employment in secondary and tertiary activities. The programme should therefore emphasise the creation of skills and not the creation of temporary unskilled jobs, sometimes of a patently relief nature. It is for this reason that I suggest that the programme as it now exists be put through a gradual process of reorientation in the course of the Fourth Plan, so that at least the younger elements of the rural working force get an opportunity of acquiring new skills.

10. Such an opportunity could be provided through the creation of a development corps or Vikas Fauj which would be a nation-wide organisation of rural youth enlisted and put on job training for development projects. Membership of a disciplined organisation like this could bring about not only an increase in the fund of existing rural skills but also a change in individual motivation of the rising generation in the country-side which is so vital to the transformation of our rural society. Once the members of the Fauj have done their assignment in training-cum-work camps for a given period, they could be formed into trade co-operatives and made into a spearhead of human resources development in the countryside.

11. The tremendous transformation that we need and we seek in the economic as well as the social structure cannot be attempted without considerably augmenting the tax burdens on the better off sections of the rural society, as also of the urban society. The surplus of foodgrains will be with the better placed agriculturist. What is marketable has to be quickly marketed. Credit institutions can play their part in this, so can the Foodgrains Trading Corporation. The very large investments needed to usher in the agricultural revolution cannot all be found from other sectors. The improvement in the status of the rural poor will require significant transfer of resources from the better-off agriculturists. Graduated increases in imposts on land seem to be inescapable.

12. Our village economies in the past were fairly self-sufficient in terms of their needs and resources. But they were isolated communities jealous of their jurisdiction and unwilling to submit to outside attempts to link them up into a common pattern. There has been much advocacy in modern times for going back to the old scheme of things, although the more compelling voices are no longer heard. While I fully appreciate the need for opening up the springs of community action at the grass roots and for making our village communities feel more self-reliant and effective in their efforts to do good, I shrink from the idea of a vast chequerboard of isolated, parochial communities buried in their own limited vision of life and going their own ways. Whatever might be the financial arrangements that we might devise to strengthen them, these should not be allowed to revive this tendency latent in our tradition.

13. The proper question is not one of self-sufficiency of the existing Panchayati Raj bodies, but that of a viable size for them, a size which can sustain them better in all that they seek to do. In its first phase the community development movement sought to establish a minimum structure of extension services for the countryside. In the Third Plan the democratic institutions at the district, block and village levels were brought into existence to take over part of the responsibility for development of the rural areas and guide the efforts of the extension services located in the community development blocks. It is now said that the problem that remains to be solved is that of training and helping these institutions to build up areal plans at the local leval so that the maximum development potential of each area can be realised. All this is all right as far as it goes. Systematic and realistic decentralised planning at the district and block levels helps the integrated development of the rural areas. It also speeds up the development of retarded areas and helps provide infra-structural facilities on the requisite scale in areas calling for special treatment. But is it really possible for each and every one of our village communities in their present state to successfully engage in areal planning and in the execution of such plans ?

14. Over 350,000 of our 567,000 villages had a population of less than 500 in 1961, accounting for nearly 21 per cent of our total rural population of 36 crores. Can we even hope to provide each of these small communities of 500 people or less with electricity, roads, education, health facilities and some agro-industrial employment to diversify their occupational structures ? Should we not, on the other hand, try to bring about an increase in the size of a village, a larger village with a population of say, at least 2,000 people, so that not only are the minimum amenities of life brought much more economically to it than now, but a more diversified occupational structure is also made economically viable within the village itself ?

15. The success of an economic unit largely depends on its size relative to its functions. The viability and durability of a social organisation also is primarily a matter of its size in relation to its purpose. When the functions and purposes of a socio-economic unit get enlarged through moral or social compulsion, the same size may not do and there is either quiet decay or violent explosion. We see the one extreme of this process at work in our megalopolises and the other extreme in thousands of small hamlets. silently eroded by the forces of modernisation. As socio-economic planners we have to interfere with this other extreme of the process of social decay no less than in the metropolitan areas. We can stop the rot only by devising a viable size for our village communities which is consistent with the new functions of civilised existence that they are now called upon to discharge. Health, education, organised recreation, cooperative credit, electricity, agro-industry, transportation—all these depend for their successful operation on the size of the communities served. Unless and until our village communities are of the right size many of these new services will prove to be economically exhibitive. Any workable system of areal and decentralised planning in this country has therefore to start with a clear conception of the ideal size of the village communities with which it has to deal. Unfortunately, the basic task of finding the right size for a village community is not even begun in this country. To attempt it would call for the greatest ingenuity in social engineering.

16. All the countries which have sought to modernise their societies in recent times have made use of one or another prototype of ideal social organisation, one or another blueprint for community life and action. The Russians had their soviets, the Chinese their communes, the Israelites their kibbuzes and the Yugoslavs their workers' councils. It is seldom realised that these various patterns represent a search for an ideal community size as much for an ideal mode of community functioning. I shall presently turn to the question of the mode of functioning, the spirit and the ideological coordinates of our village communities. Here I submit that it is of the utmost importance for the Community Development movement to give some thought to the question of ideal size for our village communities. All our talk of a urban society, of garden cities and electrified and industrial villages will be futile if this work is neglected.

17. The question of the ideal mode of functioning of our village communities is to be distinguished from that of their ideal size, although I suspect that here too size plays some part. It would be unwise to assume that once we have set up our village democracies, our Panchayats, they will then move with the right spirit and have the right mode of functioning. I believe our work is not finished with the setting up of our village institutions. In fact it is just begun. It is true we have our Panchayats. But I urge you to bear in mind the tyranny of old words and old habits of mind. I would not bargain for a Panchayat if it is the same thing as it was five hundred or a thousand years ago, a class and caste dominated hierarchy of men, averse to new ideas and change.

18. The Panchayat to which I look forward is a vibrant group of human livewires which catches new ideas as a magnet catches iron filings. The Panchayat for which I am anxious waiting is an open-class village community which has forgotten its caste and class-ridden past as a bad dream, a community which is a conscious builder of a new society. In such a view of the Panchayat, giving will be at least as habitual as receiving, needs of the poor and the destitutes will be at least as worthy of attention as the comforts of the well-to-do, and an understanding of the microcosmic direction of society at least as important as the day-to-day microcosmic functioning of community life. What I am looking for is a community which is not run by the paternalistic hand of certain patriarchal families, conscious of thier caste and jealous of their privilege. It is a community which is organised for social gain rather than the private profit of its more powerful members. It is a community which believes in mass consumption and finds its constructive effort rewarded in the increasing totality of social institutions which it fashions itself. It is a community which is open to communication from outside. In short, I am looking for a socialist community at the end of the long haul of development.

19. Where do we see the signs of such a community emerging? Are the village Panchayats, Block Samitis and the Zila Parishads not evincing some of the stereotyped and frozen features of our centuries-old community organisation? Are not the same caste and parochial considerations, the same stratified and class orientation raising their heads again? You are the best judge because you are practical men of experience who cover the length and breadth of this country in the course of your normal work. As for myself, I am sorry to say that I see the acceptance of economic benefits

much more readily than the practice of new economic habits and a trully through-going cultural reorientation on the part of our communities. It would be a bad thing for this country if the people accepted certain new economic aids while retaining some of their old psycho-social motivations, if for instance they admitted tractors and bulldozers into their farmyards but voted for their caste. I am aware that given sufficient time the new economic forces are bound to bring about the necessary changes in the psycho-social make up of the people. But the process can be unnecessarily prolonged and painful. It has to be shortened by deliberate steps of social engineering. It is here that the community development has yet to show its mettle.

20. I would like to submit that a socialist community is not an ideological luxury for us. It is a hard need if the country has to be developed as a whole and if the fruits of development have to reach one and all. It would be wrong to suppose that the socialist community could be brought into existence merely by spending large amounts on social welfare. The money that we spent on welfare helps to remove disparities between classes, but it does not necessarily bring about the motivations which inform a socialist community in action. Nor do our efforts to enlarge the public sector relatively to the private necessarily bring into existence a socialist community as it is apprehended by many people in this country. A socialist community is brought into existence only through providing a new structure of motivations, a new style of living, a new manner of action.

21. We have accepted democracy as a way of life and a method of changing society. We have accepted freedom as the highest value in social organisation. We have come to accept socialism as the goal of our economic activities through the processes of democracy and through the exercise of our freedom of choice. What I am now asking for is therefore, not something new or sudden to our way of thinking. It is only an elaboration of the logic of social change we have adopted through open debate. Unless the socialist goals of State are translated into the behaviour pattern of a network of socialist communities, our task will remain incomplete and our pledge unredeemed. All I am asking for is a system of behaviour for the atomic particles of our social life consistent with our faith.

22. I know that this behaviour pattern cannot be mastered in a day nor can it be achieved through manifestoes or pious wish. It can be done only through an enlightened cadre having faith in it and practising it in its daily life. When I use the word cadre. I have in mind not only our best political formations, but also our bureaucracy and our elite as a whole. For the task of bringing about desirable social change is their joint responsibility, although the ultimate initiative is naturally with the political formations. It is this cadre if development and social change which has to give a lead.

23. The community development movement in this country is a composite cadre of political workers, bureaucracy, social workers and popular representatives. It therefore occupies a most advantageous position so far as initiating new reform is concerned. In the years to come, it will have to address itself increasingly to the twin tasks of devising an ideal size for our village communities so that purposeful area planning is possible and of supplying to these communities a more cohesive pattern of motivations

and behaviour. It is with these basic tasks that we have to come to grips in the course of the next 25 or 35 years. In doing so, we should not hesitate to raise basic questions regarding our community life and organisation. It should be realised that 15 or 20 years of experimentation may not be sufficient to change the course of history of more than 5,000 years. We are only at the threshold of a long march and we should not be afraid of raising questions about our routes or even changing them in the light of experience.

24. We are indeed once again in the early spring of a new civilization. At this stage practically all the questions of social organization and social behaviour are open. We need not close some of these questions in a hurry, for that may not be to our ultimate advantage.

25. May I add that we have reached a crucial stage in our journey. Our developmental programme has reached the cross roads of our destiny earlier, perhaps, than anticipated. We have reached a stage where we are faced with crucial difficulties. We should not be intimidated by these difficulties. However, an attempt is to be made at continuous progress lest we should lose the ground already covered.

26. It is one of these occasions that all men of goodwill have to take the responsibility for the commitments of their own States and search their minds as to how best we can solve the critical questions confronting us. I hope you will face the myriad problems not with an air of assurance and ease, but with a spirit of attention, which will carry us forward from what we have done in the past.

APPENDIX 4

Speech by Shri S. K. Dey, Minister of Community Development and Co-operation at the Inaugural Session of the Annual Conference on Community Development and Panchayati Raj on the 24th July, 1965.

Summary

The Minister for Community Development and Cooperation, Shri Dey said that the last time the Conference met in Srinagar was in 1960 on the eve of the Third Plan. This year's Conference, which was meeting at a time when the Fourth Plan was on the anvil, was equally significant. It was necessary to see to what extent the programme had been successfully implemented and to what extent it had not realised the objectives set before it. The discussions during the next few days, he hoped, would enable the Conference to know the reasons for failures, wherever they had occurred. Shri Dey said the First Five Year Plan had unfolded the Programme of Community Development. It was only in the Second Plan that the National Extension Service was given practical shape. The Third Plan had created the Panchayati Raj institutions, which were intended to give the people a voince in the shaping of their own affairs. We were now on the threshold of the Fourth Plan and the time was opportune for stock-taking.

Shri Dey pointed out that food production over the last 15 years had increased appreciably. This would not have been possible if the technical functionaries and Community Development workers had not contributed their bit and worked in collaboration with each other. The increase in population had, however, offset the increase in food production. It was also true that the standard of living of the people had improved and they could now afford more and better food. The answer, therefore, was to bring about a steeper rate of increase in food production. Agriculture could not be modernised unless modern scientific inputs were also there. The Fourth Plan was expected to make adequate provision for this. The Union Minister for Food and Agriculture had assured him that during the Fourth Plan adequate quantities of fertilizers, insecticides, improved seeds, implements and adequate technical knowledge would be made available to the farmers. Progress in agricultural production, Shri Dey pointed out, would strengthen the economic base of the community. Therefore agriculture had been given its due place in the programme of community development. "We cannot build up the Community Development programme," he said, "unless the economic base of the community had been strengthened."

Side by side, he said, the programme of family planning should be pursued with vigour. It was a happy augury that in spite of the backwardness of the rural population, there was no resistance to family planning. The Centre was thinking in terms of a large-scale family planning

programme. Panchayati Raj institutions, it was hoped, would take up the major responsibility of propagating the idea among the rural masses and implementing it through the primary health centres and sub-centres established all over the country. In this context, Shri Dey also referred to the need to mobilise rural manpower. He said it should be possible to evolve a system by which the country's huge population could become an asset instead of a liability. It should be possible for us to find avenues of employment for the rural people in development projects such as building of roads, land conservation, digging of wells and so on.

Shri Dey declared that the Community Development programme could not succeed unless it was directed to the community as a whole. It was a strange paradox that while the farmer wanted to make use of modern implements and the latest scientific techniques in agriculture, outmoded ideas of casteism and groupism continued to be an important factor in the life of the rural community. This underlined the need for greater attention to the weaker sections of society. It was for the Conference to decide how best the weaker sections could be energised and mobilised because it was a crucial problem which called for a solution. Unless the weaker sections had a sense of participation in the working of democratic decentralisation, the concept itself would suffer. It was essential that conditions should not be created in which the few could flourish on the shoulders of the many. It was equally essential to see that Panchayati Raj institutions existed for the benefit of all the people in the villages and not of the privileged few.

In this context Shri Dey also referred to the need for close co-operation between official and non-official agencies involved in the programme of Panchayati Raj and Community Development. He pointed out that these two agencies could not be supplementary to each other unless there was a well thought-out large-scale programme of training and education. It was necessary for officials and non-officials engaged in the programme to have a realistic approach. Such a realistic approach could come about only if they were in close touch with realities. Otherwise even a most dynamic movement would be reduced to a ritual.

Shri Dey said there had been instances of malpractices and failures on the part of Community Development and Panchayati Raj functionaries, but these were insignificant considering the scope and extent of the programme and should not cause undue concern. At the same time, he added, the time for slogans was over. It was necessary to substitute logical thinking and action for slogans. He asked the people engaged in the programme to remember the words of Jawaharlal Nehru that Community Development was a dynamic concept. In this realisation, he said, they should rededicate themselves to the task ahead.

APPENDIX 5

List of delegates from the States and Union Territories present at the Annual Conference on Community Development and Panchayati Raj from 24th July to 26th July, 1965.

Andhra Pradesh

1. Shri A. Krishnaswamy Aiyangar, Secy. to Govt. and Commr. Panchayati Raj.
2. Shri B. K. Rao, Deputy Secretary, Panchayati Raj Department.
3. Shri Mazharul Haq, Deputy Secretary, Panchayati Raj Department.

Assam

1. Shri D. Das, Commissioner for Agricultural Production.
2. Shri B. K. Bhuyan, Secretary, Panchayats and Community Development.
3. Shri P. S. Mujumdar, Director of Agriculture.
4. Shri P. K. Barooah, Assistant Development Commissioner (H.Q.).
5. Shri R. N. Hazarika, Director, Animal Husbandry and Veterinary Deptt.

Bihar

1 Shri R. P. Khanna, Secretary, Community Devl. and Panchayats Deptt.
2. Shri S. K. Chandra, Director, Panchayati Raj.
3. Shri K. B. Sharma, Dy. Secretary, Community Devl. and Panchayats Deptt.
4. Shri K. K. Mitra, Secretary, Tribal Welfare.
5. Shri G. Jacob, Commissioner, Bhagalpur.
6. Shri N. K. Gaur, Director, Social Welfare.

Gujarat

1. Shri J. G. Shah, Secretary, Panchayats and Health Department.
2. Shri H. K. L. Capoor, Development Commissioner.
3. Shri P. V. Bhatt, Deputy Secretary, Panchayats and Health Deptt.
4. Shri Anil C. Shah, Deputy Development Commissioner.
5. Shri M. G. Deoleker, Under Secretary, Panchayats & Health Deptt.

Jammu & Kashmir

1. Shri Bharat Bushan, Commissioner, Agricultural Production & Addl. Plg. Secy.
2. Kh. Abdur Rashid, Secretary, Agriculture.
3. Shri Ghanshyam, Development Commissioner.
4. Shri D. D. Khosla, Deputy Development Commissioner (Central).
5. Shri G. N. Naik, Dy. Development Commissioner (Panchayats).
6. Shri I. N. Bakshi, Divisional Engineer.
7. Dr. Ghulam Mohy-ud-Din, Director, Animal Husbandry.
8. Shri Ghulam Qadir, Joint Director of Horticulture.
9. Shri G. A. Bandey, Joint Director of Sheep Breeding.
10. Shri B. Bhatt, Special Officer, I.A.D.P.

Maharashtra

1. Shri R. G. Salvi, Secretary, Rural Development Department.
2. Shri A. K. Majumdar, Dy. Secretary, Rural Devl. Deptt.
3. Shri V. B. Mandleker, Deputy Secretary, Rural Development Deptt.
4. Dr. M. N. Desai, Commissioner, Nagpur Division.

Mysore

1. Shri M. Vasudeva Rao, Development Commissioner.
2. Shri T. S. Narayan Rao, Deputy Development Commissioner.

Madhya Pradesh

1. Shri P. S. Bapna, Development Commissioner.
2. Shri Gorelal Shukla, Director of Panchayats and Social Welfare.

Madras

1. Shri K. Diraviam, Jt. Devl. Commr. & *Ex-officio* Jt. Secretary.

Orissa

1. Shri V. S. Matthews, Commissioner, Panchayati Raj.
2. Shri M. Ahmed, Director, Community Projects.
3. Shri G. C. Patra, Financial Adviser & Dy. Secy., CD & PR Deptt.
4. Shri N. C. Naik, Deputy Secy., Community Devl. Department.
5. Shri S. N. Khuntia, Dy. Secretary, Community Development Deptt.

Punjab

1. Shri R. S. Randhawa, Commissioner for Agrl. Production & Devl.
2. Shri N. N. Vohra, Deputy Secy. (Devl. and Panch. Deptt.).
3. Shri R. D. Joshi, Deputy Secretary, Development.

Rajasthan

1. Shri R. D. Mathur, Development Commissioner.
2. Shri Ram Singh, Jt. Devl. Commissioner.
3. Shri B. L. Dashora, Director, Training.
4. Shri Kishori Lal, Asstt. Devl. Commr., Rural Works Programme.

Uttar Pradesh

1. Shri M. A. Quraishi, Agricultural Production Commissioner.
2. Shri Ram Nagina Singh, Superintending Engineer (Minor Irrigation).
3. Shri B. S. Sharma, Deputy Secretary, (CD & Panch. Raj).
4. Shri P. C. Srivastava, Dy. Secretary, Community Devl. Deptt.

West Bengal

1. Shri R. Ghosh, Commissioner for Agriculture and Community Development.
2. Shri S. T. Banerjee, Dy. Secy. & Dy. Commr. for CD.
3. Shri S. N. Ghosh, Dy. Commr. for Community Development & Dy. Secretary.
4. Shri K. G. Basu, Director of Panchayats.

Nagaland

1. Shri L. Langalang, Development Commissioner.
2. Shri Mawsing Kharsati, Director, Agriculture.
3. Shri R. M. Dhar, Assistant Development Commissioner.

Delhi

1. Shri Iqbal Singh, Development Commissioner.
2. Shri S. G. Bose Mullick, Deputy Commissioner.
3. Mohd. Zubair, Assistant Development Commissioner (Planning).

Goa

1. Shri R. C. Datar, Under Secretary, Community Development.

Himachal Pradesh

1. Shri B. S. Singh, Development Commissioner.
2. Shri Prem Raj Mahajan, Director, Panchayati Raj.
3. Shri Ramesh Chander Sharma, O.S.D., Planning & Development.

Manipur

1. Shri V. V. Mongia, Development Commissioner

N.E.F.A.

1. Shri B. S. Dougal, Political Officer.
2. Shri P. N. Nag, Director, Agriculture.

Pondicherry

1. Shri C. D. Dayal, Under Secretary, Planning & Development Department.

Tripura

1. Shri R. K. Dev Varma, Secretary-*cum*-Development Commissioner.
2. Shri P. K. Dev Barman, Director of Panchayats and Registrar Coop. Societies.
3. Shri P. Ray, Addl. District Magistrate (Development).

PART I

SECTION II

AGENDA NOTES FOR THE ANNUAL CONFERENCE OF COMMUNITY DEVELOPMENT AND PANCHAYATI RAJ

Agenda Item I : REVIEW OF ACTION TAKEN ON THE IMPORTANT RECOMMENDATIONS OF THE PREVIOUS CONFERENCE (1964).

The important recommendations made by the last Annual Conference on Community Development and Panchayati Raj relate to Panchayati Raj, Applied Nutrition Programme, Weaker Sections and Local Planning. Most of these are further reviewed in the Agenda Notes for the present Conference. The action taken on the other more important recommendations, not specifically included in the Agenda for this Conference, is indicated at the *Annexure*.

The Conference may review the progress of action on these recommendations.

ANNEXURE

[Enclosure to Agenda Item I]

Action taken on the more important recommendations of the Annual Conference on Community Development and Panchayati Raj held in July, 1964.

Sl. No.	*Recommendation*	*Action Taken*
1	2	3
1	Revenue officers should be progressively withdrawn from the ranks of Block Development Officers.	The position in regard to the source of recruitment of Block Development Officers in the different States was further reviewed in the Ministry. It was found that in Andhra Pradesh, Assam, Kerala, Gujarat, Maharashtra, and Orissa, recruits from the Revenue Department constituted more than 40% of the cadre of Block Development Officers. These State Governments were requested to take steps towards a progressive reduction of revenue officers from the ranks of Block Development Officers. The latest position in these States is indicated below:
		In Kerala, out of the total number of 143 Block Development Officers at present only 11 are from the Revenue Department. In Orissa, the position will be reviewed after the State Government have finalised proposals for providing avenues of further promotion for the Block Development Officers. The Government of Maharashtra are considering the constitution of a separate Development Service on which cadre all the Block Development Officers will be borne. The State Governments are proposing to reserve only about 25% of the posts of Block Development Officers in the new service for recruits from the Revenue Department. The Government of Gujarat are actively considering the framing of revised rules for the Development cadre. According to the proposed rules only 33% of the posts in Block Development Officers Cadre will be filled in by transfer of Revenue Officers.
		Replies from the other States are awaited.

1	2	3
2	Blocks may be classified into three categories, as indicated in the Report of the Working Group on classification of Blocks for intensified approach to selected programmes.	This question was specifically taken up with the State Government representatives during the last Annual Plan discussions. The process of identification has been completed in Gujarat and the Punjab. It is under-way in the other States. The Planning Commission in their letter of the 22nd April, 1965, indicating a general frame work for the preparation of Agricultural plans, have also suggested categorisation of blocks on the lines recommended by the Working Group. The State Governments are taking action on these lines.
3	A Study Group may be appointed by the Planning Commission, consisting of representatives of the concerned Ministries, the Central Statistical Organisation, Reserve Bank of India and one or two Development Commissioners, to examine and report how the returns prescribed by the Central Ministries and various other agencies can be rationalised and reduced to the minimum.	Proposals for reduction of paper work at the block and village levels were drawn up and placed before the Agricultural Production Board. As recommendaded by the Board, one of the Advisers in the Programme Administration Division of the Planning Commission, was requested to study the problem and suggest suitable measures for rationalising and minimising the paper work of the extension staff. His report has been received and is being examined.
4	Within the frame work of the State's Five-Year Plan, the State Governments may prepare a five-year 'sub plan' for the Panchayati Raj bodies as a whole in the State.	The State Governments of Punjab, Mysore, Gujarat, Andhra Pradesh and Rajasthan have accepted the recommendation. It is under consideration in other States.
	In the State budget an abstract indicating an integrated picture of the various financial inputs that would be made available to the Panchayati Raj institutions, may be appended.	The Governments of Andhra Pradesh, Assam, Gujarat, Kerala, Madras, Maharashtra and Punjab have accepted the recommendation. It is still under consideration by the other State Governments.
6	Each State Government should, for the purpose of formulating comprehensive integrated district plans, based on surveys already made or to be made, select one district in each of the regions into which the State can conveniently be divided.	A centrally sponsored scheme with 100% grant to the States was sanctioned in December, 1964 to meet the cost of surveys to be conducted in 30 selected districts in the country as a preliminary to the formulation of realistic local plans. Assam, Bihar, Gujarat, Kerala, Madhya Pradesh, Rajasthan, Punjab and Orissa have selected the districts for the purpose. Necessary staff is also being appointed. Broad guidelines for the conduct of surveys are being evolved in the Ministry.

Agenda Item II: PANCHAYATI RAJ

(i) Scope, Content and Approach

Panchayati Raj is no longer an experiment. Its role not merely as agency of economic development, but also as the base of democracy at the local levels has been well understood. Panchayati Raj is in operation in 12 States with varying structure and functions and steps have already been taken in other States to implement it as early as possible. Attempts have been made, time and again, to assess the adequacy and depth of decentralisation in different States. Broadly speaking, the following might be regarded as general indicators of the adequacy of the scope of Panchayati Raj, and the fullness of its content:

(i) the assignment of powers to local units should be a general one covering the whole range of developmental functions rather than a partial one;

(ii) the powers devolved upon the component units should be allowed to be exercised by them, unfettered and unrestricted, to the maximum extent possible, both formally and informally;

(iii) financial resources available to the component units should be adequate to meet their functional requirements and the financial administration sufficiently flexible to provide for efficient performance of their functions;

(iv) the component units should be so demarcated as to ensure adequacy of financial resources, efficiency of performance and effectiveness of supervision; and

(v) the different levels or tiers of decentralisation should be so arranged as to provide for these processes: a process of last resort to settle matters of co-ordination and questions of jurisdiction; a process of inter-departmental cooperation and a process of organic linkage by which the different tiers can act separately and independently, as well as in concert.

2. With the extension of Panchayati Raj to most parts of the country, the key-note of policy is now an effort at greater consolidation of Panchayati Raj institutions. In this context and in the light of experience of the working of democratic decentralisation in different States, the need to define in broad terms, the scope, content and approach of Panchayati Raj assumes special significance and urgency. The Seminar on fundamental problems of Panchayati Raj organised at Udaipur in January, 1964, considered the basic question of the scope of Panchayati Raj in some detail. After a careful examination of the issue, it came to the conclusion that

"Panchayati Raj institutions should act as units of self-government at the village, the block and the district level. These institutions cannot be described as limbs of the State, although they form part of the decentralised State. In acting as units of self-government they will undertake responsibility which they can discharge within the framework of their resources and requirements. It would mean that what the Panchayat cannot undertake will be accomplished by the Samiti and what the Samiti cannot do by itself will be undertaken by the Zila Parishad. Thus only the residual functions will be transferred to the next larger units. The Constitution should lay down as clearly as possible their functions as Government, in the same way as has been done for States and the Centre. . . .

The Panchayati Raj institutions shall not function as agencies of the higher tiers, but will form part of a compact system. As such, they may sometimes act as agencies of other units. It has, however, to be borne in mind that this is only a subsidiary role; their main role being to act as governments, formed on their own right."

3. This subject was later considered by the Consultative Council on Panchayati Raj. The Council appointed a Committee under the Chairmanship of Shri Balwantray G. Mehta, Chief Minister, Gujarat to make a detailed study of the actual position obtaining in different States and to suggest further measures. The interim report of the Committee was considered by the Consultative Council at its meeting held on 25th March, 1965 and certain conclusions were arrived at.

4. In regard to the suggestion that the Constitution be amended to make a proper provision for a Panchayati Raj sector, the Council felt that such amendment was not necessary. It was felt that the expression 'village panchayat' occuring in Article 40 of the Constitution could be interpreted by convention to include Panchayat Samitis and Zila Parishads. For this purpose, the Council thought a formal resolution could be passed at a Conference of State Ministers incharge of Panchayati Raj and endorsed thereafter by the National Development Council.

5. The programme content of Panchayati Raj institution was also considered by the Consultative Council. All Panchayati Raj statutes, have spelt out the functions of the institutions at different levels. This general indication is supplemented and amplified through rules and executive instructions. It has, however, been felt at times that a clearer indication of distribution of functions among the Panchayati Raj institutions at different levels would facilitate a more effective functioning of these bodies. While examining the problem, the Committee of the Consultative Council took the view that even though no constitutional amendment was called for, a more precise definition listing out all the items of work to be performed by the Panchayati Raj bodies at the respective levels was both necessary and desirable. The Committee drew up five lists—three exclusive to each of the three institutions, a concurrent list for the Panchayat and the Panchayat Samiti, and another concurrent list for the Panchayat Samiti and the Zila Parishad. These lists, as well as a note prepared by the Committee indicating the comparative position regarding

the functions assigned to Panchayati Raj institutions in various States are at Annexures I & II. The Committee suggested that in the event of any difference of opinion on a subject in the concurrent list, the decision of the higher body should prevail. The Consultative Council in considering these lists, felt that they were illustrative rather than exhaustive. The Council expressed the hope that drawing up of these lists would lead to a clearer apportionment of responsibility among the Panchayati Raj institutions at different levels. Adoption of exclusive and concurrent lists for Panchayati Raj institutions would be a major step forward.

6. No less important for the healthy growth of Panchayati Raj, than a clear definition of its proper scope and content, is the determination of the right approach to its further development. The problem can be looked at from two angles—from the point of view of the steps to be taken by the Central and the State Governments, whose policy decisions affect Panchayati Raj, and from the standpoint of what the Panchayati Raj institutions should themselves aim at.

7. To consider first the question of approach from the standpoint of the Central and State Governments, it is clear that completion of the process of inception of Panchayati Raj in all the States should have first priority. But, as this stage is past in a majority of the States, consolidation will have to be the key-note of the policy measures in the next few years. In operational terms, this would mean:

(a) devising measures to ensure free, fair and adequate elections;

(b) prescribing rules and regulations and building up conventions, which facilitate the right ordering of administrative inter-relationships and make for smooth functioning of Panchayati Raj institutions;

(c) building into the Panchayati Raj system, a set of carefully designed incentives and safeguards;

(d) making an earnest effort to transfer to the Panchayati Raj institutions such programmes as can be handled by them, at their respective levels, with competence and efficiency; and

(e) providing the Panchayati Raj institutions with financial resources adequate for a proper fulfilment of their duties and responsibilities.

8. Already a great deal of thought has been devoted to many of these measures and the Conference will be examining some of them in detail on the basis of separate agenda papers. These measures would in the final analysis, however, only provide the Panchayati Raj institutions with a frame-work in the shape of laws, executive instructions, financial allocations etc. The approach of the Central and the State Governments would no doubt, have to be to make the frame-work as favourable and workable as possible. But the Panchayati Raj institutions too must define for themselves the direction in which they should try to develop within this frame-work. In this endeavour the foremost aim of these institutions should be to develop functional efficiency. Since the Panchayati Raj bodies are no longer just municipal institutions in the traditional sense and since they

are active instruments for the total growth of the local areas, it is imperative that efficiency is treated as a prominent goal to be attained. Secondly, with the increasing involvement of Panchayati Raj institutions in the processes of plan formulation and plan implementation, and with the entrustment to them of major responsibility for the discharge of local affairs, Panchayati Raj institutions have to develop the right techniques for maximising people's participation—participation not merely in the sense of periodical exercise of franchise, but through constant involvement of all sections of the community in the processes of democratic control and in formulation of public policies. Indeed, a test for the new leadership in Panchayati Raj would be the extent to which they are able to create a sense of mass involvement in schemes of economic and social development.

9. The Conference may—

(i) In the light of the recommendations of the Consultative Council on Panchayati Raj, indicate its views, on—

(a) the scope of Panchayati Raj based particularly on the growth of conventions, and

(b) the programme content of Panchayati Raj with special reference to adoption of exclusive and concurrent lists,

(ii) offer its suggestions on the lines of approach to Panchayati Raj.

ANNEXURE I

[Enclosure to Agenda Item II(i)]

FUNCTIONS OF PANCHAYATI RAJ BODIES

I. Functions of Panchayats (exclusive)

(a) Sanitation and Health

(i) canstruction, repair and maintenance of public wells, ponds and tanks (other than irrigation tanks) excepting those which are common to many villages, and supply of water for domestic use and for cattle;

(ii) sanitation and conservancy and prevention and abatement of nuisance, including cleaning of public roads, drains, bunds, tanks and wells (other than tanks and wells used for irrigation) and other public places or works;

(iii) construction and maintenance of public latrines;

(iv) disposal of unclaimed corpses and carcasses and unclaimed cattle;

(v) regulating the collection, removal and disposal of manure and sweepings within the village;

(vi) maintenance and regulation of burning and burial grounds;

(vii) regulation of buildings, and of shops;

(viii) regulation of shows and eating and other entertainment houses;

(ix) destruction of rats and of stray and ownerless dogs.

(b) Public Works (including amenities)

(i) construction, repair and maintenance of village roads, approach roads, drainage, bumds and culverts within the village not assigned to any other body;

(ii) removing of obstructions, projections and encroachments in public streets or places and in sites vested in Panchayats;

(iii) maintenance and regulation of buildings transferred to the Panchayat or of Government buildings under the control of the Panchayat and of grazing lands;

(iv) street lighting;

(v) regulating of fairs (including cattle fairs) and festivals of local importance or those that are entrusted to the Panchayat by the Samiti or Zila Parishad;

(vi) planting, preservation and cutting of trees and disposal of dead trees in public places;

(vii) establishment and maintenance of daily markets;

(viii) construction and maintenance of houses for public purposes and particularly for its own staff;

(c) **Agriculture**

(i) assisting in the implementation of soil conservation programmes applicable to the areas;

(ii) compost pits;

(iii) gardens and parks;

(iv) village forests, village pastures, nurseries and farm forests except those which are common to more than one village;

(v) poultry and piggery.

(d) **Miscellaneous**

(i) planning for the development of the area within the panchayat;

(ii) village libraries and reading rooms;

(iii) relief for victims of natural calamity;

(iv) washing and bathing ghats;

(v) village volunteer force;

(vi) watch and ward of the village and crops therein;

(vii) cattle pounds;

(viii) securing insurance business and working as agents of small savings;

(ix) licensing of shops, eating houses and coffee and tea stalls;

II. Functions of Panchayat Samitis (Exclusive)

A. Community Development Programme

The execution of all programme under Community Development in association with Panchayats, Cooperative societies, voluntary organisations and the people.

B. Agriculture and Animal Husbandry

(1) Planning for agricultural improvement in the block.

(2) Demonstration and propagation of improved agricultural methods and practices and establishment of model agricultural farms.

(3) Propagation of, and assisting in plant protection methods.

(4) Extending the acreage under irrigation by renovating and sinking wells, repairing and digging tanks and maintaining Government minor irrigation sources (which irrigate up to 250 acres) and supply channels.

(5) Laying out demonstration plots and working out better methods of farm management.

(6) Maintenance of Veterinary dispensaries.

C. Health and Rural Sanitation

(1) School Health Services.

(2) Vaccination, maternity and child welfare.

(3) Establishment and control of shandies, except district shandies.

(4) Regulation of such fairs (including cattle fairs) and festivals as are entrusted to it by the Zila Parishad.

D. Communications

(1) Construction and maintenance of inter-village roads.

(2) Assistance to Panchayats in the construction and maintenance to approach roads.

(3) Management of public ferries except those entrusted to other bodies.

E. Education including Social Education

(1) Pre-primary education.

(2) Primary Education.

(3) Social Education including Adult literacy.

F. Minor Irrigation

Construction, renovation and maintenance of minor irrigation works.

G. Fisheries.

Fisheries.

H. Rural Water Supply

Construction and repair of public wells, tanks and water works which serve more than one Panchayat.

FUNCTIONS OF ZILA PARISHADS (Exclusive)

A. Development Programmes

Preparation of village plans and coordination of development schemes.

B. Agriculture

Establishment, maintenance and management of and financial assistance to Agricultural Schools subject to such technical and other limitations as may be laid down, but not including matters relating to—

(a) laying down of syllabus;

(b) prescription of text-books; and

(c) conducting of annual examinations.

C. Animal Husbandry

(1) Establishment and maintenance of Veterinary Hospitals.

(2) Controlling of contagious diseases.

D. Buildings and Communications

(1) Construction, maintenance and repairs of district roads, and bridges; and

(2) Construction of administrative and other buildings in connection with the requirements of the Zila Parishad.

E. Minor Irrigation

Construction, renovation and maintenance of irrigation sources irrigating more than 250 acres, other than those relating to inter-district schemes.

F. Industries and Cottage Industries

(1) Organisation of marketing facilities for products of cottage and village industries; and

(2) Rural Industrial Estates;

(3) Training-cum-Production Centres.

G. Education

(1) Establishment, management, maintenance, inspection and visiting of secondary schools, subject to such technical and other administrative limitations as may be prescribed, with the exception of—

(i) prescription of curriculum;

(ii) prescription of text-books;

(iii) rates of and conditions for maintenance grants;

(iv) permission for conversion of high schools into higher secondary schools;

(v) rates of fees;

(vi) laying down general conditions for recognition;

(vii) conduct of primary and high school scholarship examinations; and

(viii) such other powers as may be specifically entrusted to the Director of Education or reserved for the State Government under the Grant-in-aid Code.

(2) Grant of stipends and scholarships to students in respect of secondary education;

(3) Technical and special schools.

H. Miscellaneous

Establishment and regulation of district fairs and festivals, including cattle fairs.

CONCURRENT FUNCTIONS BETWEEN PANCHAYAT AND PANCHAYAT SAMITI

I. Sanitation and Health

(i) preventive and remedial measures against epidemics;

(ii) regulation of sale and preservation of meat, fish and other perishable articles of food;

(iii) construction and maintenance of slaughter houses;

(iv) regulation of the curing, tanning and dyeing of skin and hides;

(v) regulating, checking and abatement of offensive or dangerous trades;

(vi) mid-day meals for school children.

II. Public Works

(i) construction and maintenance of Dharam Shalas, Choultries and other similar institutions;

(ii) construction and maintenance of buildings for ware-houses, shops and purchasing centres;

(iii) laying out and maintenance of play-grounds for children and of public gardens.

(iv) Improvement and extension of village sites.

III. Agriculture and Animal Husbandry

(i) promotion and development of economic conditions of persons residing in the village with special reference to agriculture;

(ii) encouragement of fruits and vegetable cultivation;

(iii) achieving self-sufficiency in green manure and composting of farm-yard manure;

(iv) providing for timely and equitable distribution and full use of water under irrigation schemes;

(v) providing credit and other facilities for irrigation and agricultural development;

(vi) improvement of cattle and their breeding and the general care of live-stock;

(vii) development of pasture lands.

IV. **Forests**

Development of village forests and farm plantations.

V. **Education**

Provision of school buildings, equipment, play-grounds and school gardens for schools under the management of the Panchayat Samiti.

VI. **Miscellaneous**

(i) Development of village industries;

(ii) cooperation;

(iii) maintenance of essential statistics of the village, including records relating to the survey of village sites and public and private properties;

(iv) provision of emergency relief in case of distress due to fire, floods and epidemics and other calamities.

CONCURRENT FUNCTIONS BETWEEN PANCHAYAT SAMITI AND ZILA PARISHAD

I. **Agriculture and Animal Husbandry**

(i) production of improved seed through registered seed growers and distribution of seed;

(ii) Utilisation of under-ground water sources;

(iii) Adoption of improved agricultural implements and practices;

(iv) Demonstration and seed farms;

(v) Godowns and warehouses;

(vi) Crop protection;

(vii) Cultivation of fruits and vegetables;

(viii) Castration of scrub bulls;

(ix) Controlling contagious diseases of cattle;

(x) Distribution of improved cattle, poultry, pigs and sheep;

(xi) Dairies.

II. Public Health and Rural Sanitation

(i) Maintenance of dispensaries, Primary Health Centres and Ayurvedic and Unani dispensaries and medical camps for special diseases;

(ii) Laying out of new village sites;

(iii) Survey of village sites and of public and private property therein.

III. Public works

(i) Travellers' bungalows and rest houses;

(ii) Maintenance of historic sites and eminent monuments not taken over by Central or State Government.

IV. Education

Provision of School buildings, equipment and play grounds and gardens for secondary schools.

V. Cooperation

Cooperation including Cooperative Farming.

VI. Cottage and Small-scale Industries

(i) Cottage and Small-scale Industries;

(ii) Sales depots and emporia.

VII. Welfare of Scheduled Castes and other Backward Classes

(i) Promotion of educational, social, cultural and other interests of the scheduled castes and other backward classes;

(ii) Assisting such class or classes for prevention of social in justice and exploitation;

(iii) Management of hostels and provision of other facilities for the Weaker Sections;

(iv) Residential and Ashram schools;

(v) Development of communications in backward areas.

VIII. Social Welfare

(i) Relief for the destitute and the sick;

(ii) Family Planning;

(iii) Libraries, reading rooms and information centres and other cultural activities;

(iv) Establishing and encouraging institutions of rendering social services such as youth clubs, women's clubs and farmers' association; physical and cultural activities; promoting children's and women's activities;

(v) Implementation of schemes for women and children s welfare and maintaining women and child welfare centres, education centres, craft centres and tailoring centres;

(vi) Rural Housing;

(vii) Training camps and schools for artisans.

ANNEXURE II

Enclosure to Agenda Item II(i)

A note indicating the comparative position in various States of the functions assigned to Panchayati Raj institutions with reference to the list of functions drawn up by the Committee of the Consultative Council on Panchayati Raj.

Andhra Pradesh

The functions assigned to the Gram Panchayats and Panchayat Samitis are generally in consonance with the list of functions suggested by the Committee. The Panchayat Samiti is the principal executive body among the three tiers while the Zila Parishad's role is limited to supervisory, advisory and coordinating functions such as scrutiny and approval of budgets of Panchayat Samitis, distribution of Government funds among Samitis, co-ordination and consolidation of plans etc. The only important executive function entrusted to Zila Parishad relates to establishment and maintenance of secondary, vocational and industrial schools. Block headquarter hospitals and Block headquarter veterinary hospitals have not been transferred to Panchayati Raj bodies. As regards minor irrigation, these sources vesting in the Government have not been transferred to Panchayati Raj institutions though Panchayat Samities are responsible for their maintenance.

Assam

The Gram Panchayat and the Anchalik Panchayat (block level) have been assigned functions more or less in conformity with the functions suggested, while the Mohkuma Parishad is only an advisory and supervisory body. A number of functions, such as medical relief, maternity and child welfare, spread of education upto Middle standard, agricultural financing, cottage and village industries etc., have been shown both under Gram Panchayat and Anchalik Panchayat. Securing of insurance business and working as agents of small savings and licensing of coffee and tea houses suggested for Panchayats by the Committee are not included either for Gram or Anchalik Panchayat.

Bihar

The functions assigned to Panchayats and Panchayat Samitis are broadly in conformity with the list of functions suggested by the Committee. The Panchayat Samiti is the main executive body among the three tiers while the Zila Parishad's role is limited to supervisory, advisory and coordinating functions. The only important executive function assigned to Parishads relates to establishment and maintenance of vocational and industrial schools. Primary education has been entrusted to Samitis, while secondary education has been retained by the Government.

Gujarat

In Gujarat, all the three tiers have been entrusted with executive functions broadly according to the pattern suggested by the Committee. The Gujarat Panchayats Act enables the State Government to entrust the work of land revenue collection and maintenance of village land revenue records to Gram Panchayats.

Madhya Pradesh

The functions of Panchayats and Janapada Panchayats (block level) are generally in conformity with the functions suggested. Zila Parishad is mainly an advisory, supervisory and coordinating body with limited executive functions, such as distributing funds allotted to the district by the Central or State Government among the Janapada Panchayats, arranging supply of boring machines, bull-dozers, tractors etc., to Gram and Janapada Panchayats and collecting and maintaining necessary statistics. The functions of Panchayats have been classified into obligatory and discretionary. Some of the additional items given to Gram Panchayats are organisation of co-operative and collective farming, credit and multi-purpose cooperative societies, collection of land revenue, if entrusted by Government and assistance in land reform schemes. Dairying and milk supply is an additional item entrusted to Janapada Panchayat. A number of functions, such as development of agriculture, cooperation, village industries, control of epidemics etc., are common for both Gram and Janapada Panchayats.

Madras

In Madras, the District Development Council (which is presided by the District Collector) is purely an advisory body with no executive functions. The important functions of Panchayat Union Council include construction and maintenance of Panchayat Union roads, establishment and maintenance of dispensaries, maternity and child welfare centres, management of elementary schools, construction of poor houses, orphanages, employment of vaccinators, management of Panchayat Union markets and choultries, improvements of agriculture, promotion of cottage industries, execution of C.D. schemes, management of charitable endowments (if transferred by the State Government) etc. While the civic functions such as sanitation and health, street lighting etc., entrusted to Panchayats are generally satisfactory, the Act does not expressly specify developmental functions like preparation of Panchayat plans, agricultural production, development of nurseries and piggeries, securing insurance business and working as agents of small savings.

Maharashtra

In Maharashtra, the Zila Parishad is the principal executive body in the Panchayati Raj set up. The middle tier body *viz.*, the Panchayat Samiti, which is not even a body corporate under the statute, has been assigned the role of an agent of the Zila Parishad. Most of the important executive functions such as seed farms, distribution of improved seeds, demonstration of improved agricultural practices, establishment of godowns, veterinary dispensaries, primary and secondary schools, Taluka dispensaries and hospitals, primary health centres, vaccination, village and district roads, rural water

supply, minor irrigation works irrigating upto 250 acres, grant of loans to lolcal arts and industries, training-*cum*-production centres, administrative supervision including registration and approval of cooperative societies having authorised share capital not exceeding one lakh rupees, and rural housing etc., have been entrusted to Zila Parishads. As regards village Panchayats, the functions assigned to them are broadly conformity with the pattern suggested by the Committee. The Act enables the State Government to empower the village Panchayats to collect land revenue, and maintain village records relating to land revenue.

Mysore

The powers and functions assigned to the Panchayats, Taluk Boards and Zila Parishads under their new Bill (which is before the Select Committee) are generally in conformity with the lists drawn up by the Committee. The Zila Parishad has been assigned executive functions in regard to primary and secondary education, minor irrigation sources irrigation upto 250 acres, cooperative, seed farms, Taluk veterinary hospitals, and dispensaries, Taluk headquarter dispensaries, district roads, etc.

Orissa

The Panchayat Samiti is the principal executive body among the three tiers while the role of the Zila Parishad is restricted to supervisory, advisory, and coordinating functions such as scrutiny and approval of budgets of Panchayat Samitis, distribution of Government funds among Samitis, coordination and consolidation of Block plans, advising Government on development matters etc. The important functions of the Panchayat Samitis are planning and execution of Community Development schemes, management and control of primary education, and management of trusts and endowments entrusted to it by the Government. Although functions in regard to agriculture, health and rural sanitation, animal husbandry, cottage industries, minor irrigation and fisheries have not been expressly entrusted to Panchayat Samitis there is a provision in the Act to enable the Government to transfer such programmes, schemes and works as may be specified to Panchayat Samitis. The functions allotted to village panchayats under their new Gram Panchayat Bill, 1964 (which is expected to be enacted shortly) are in consonance with those suggested by the Committee.

Punjab

Functions of Panchayats and Panchayat Samitis are generally in conformity with the suggested functions. Zila Parishad is only an advisory, supervisory and coordinating body. A number of functions of Panchayats and Panchayat Samitis are common, such as medical relief, development of village industries, agriculture, supply of water, agricultural credit etc. Functions like insurance, licensing of coffee and tea houses etc., and primary education have not been entrusted to Panchayat or Panchayat Samiti.

Rajasthan

Functions of Panchayats and Panchayat Samitis are in general conformity with those suggested. Zila Parishad is mainly an advisory, supervisory and coordinating body, with limited executive functions like distributing State grants among the Samitis, classifying fairs, festivals and roads,

organising seminars and camps for non-officials and collecting necessary data. The functions of the Panchayat include certain additional items, such as regulation and control of wine shops, installation of public radio sets, assistance in land reform schemes, establishment of model agricultural farms, cooperative farming, dairy farming and postal services on behalf of the Postal Department. A number of functions are common for both the Panchayat and Panchayat Samiti.

Uttar Pradesh

The functions of Panchayats, Kshetra Samitis (block level) and Zila Parishads are in general conformity with the suggested functions. The functions of Panchayats and Zila Parishads have been grouped into obligatory and discretionary functions. The Zila Parishad besides being a supervisory, coordinating and advisory body, is also an executive body with a number of important functions. Obligatory functions of Zila Parishad include management of public ferries and private or public charities or trusts entrusted by Government and maintenance of poor houses, asylums, orphanages etc. The discretionary functions of Zila Parishad include functions like constructing, subsidising or guaranteeing tramsways, aerial ropeways or other means of locomotion and promotion of tourism. Functions like dispensaries, control of epidemics, village and cottage industries, veterinary facilities, collection of statistics etc., figure under all the three tiers. Functions like insurance, licensing of tea shops etc., have not been given to any of the bodies.

West Bengal

There are 4 tiers in the Panchayati Raj set up in the State, *viz.*, the Gram Panchayats, Anchal Panchayats, Anchalik Parishad (block) and the Zila Parishad. The Anchal Panchayat is given few functions, *i.e.*, imposition and collection of taxes, fees etc. (Gaon Panchayat is not enpowered to collect taxes) and maintenance and control of dafadars and chowkidars and the proper administration of Nyaya Panchayats. The powers listed for Anchalik Parishad and Zila Parishad are more or less similar. The functions of Panchayats have been classified into obligatory and discretionary functions. Insurance business is not given to any of the bodies. Assisting in implementation of land reform, rehabilitation of displaced persons, primary social, technical or vocational education and cooperative farming are some of the additional functions given to Gaon Panchayats.

Agenda Item II: PANCHAYATI RAJ

(ii) Mode of elections

While Panchayati Raj has been introduced in twelve States, the mode of elections and the measures for representation of special interests vary widely. The method of elections is of crucial importance in ensuring free and fair elections and a democratic functioning of the Panchayati Raj bodies. As already reported to the Annual Conference last year, a Committee headed by Shri K. Santhanam was constituted to make a study of the whole issue in all its aspects. The particular aspects on which the Committee was requested to make recommendations included the strength and composition of, and the method of elections to, Panchayati Raj bodies, method of election of the office bearers, cooption representation to the weaker sections, association of members of Parliament and State Legislatures, terms of membership and periodicity of elections to Panchayati Raj bodies, role of political parties in elections, the practicability of securing unanimity in elections and measures to ensure fair elections and the desirability of setting up State level Commissions for the purpose.

2. The Committee presented its Report in March, 1965. Copies of the report have been circulated to all State Governments. Replies have so far been received from Kerala, Goa and Manipur.

3. The important recommendations of the Committee are summarised below:—

(1) Organisation

The composition of the Panchayati Raj bodies may be as under:—

(a) *Village Panchayats*

There should be nine to nineteen members who should include, at least:

(i) two women;

(ii) on member from the Scheduled Castes if their population is less than 10 per cent; two, if population is more than 10 per cent; and

(iii) one member from the Scheduled Tribes if their population is more than 5 per cent.

These are to be elected from reserved seats and the reservation is to rotate in successive elections.

(b) *Panchayat Samities*

The Samitis should have twenty to forty members. The Sarpanches of all Panchayats should be members if the Samiti consists of less than 40 Panchayats. Where the Samiti has more than 40 Panchayats, the Sarpanches of bigger Panchayats should be *ex-officio* members, while smaller

Panchayats should be suitably grouped into groups of two or three and each Sarpanch of a group should be a member by rotation. If the Samiti has less than 20 Panchayats, each Panchayat should elect one or two representatives in addition to the Sarpanch in order to make up the required strength (20—40). In addition, the following members should be coopted by each Samiti:—

(i) four women;

(ii) two members from the Scheduled Castes if their population is less than 10 per cent; four, if population is more than 10 per cent; and

(iii) two members from the Scheduled Tribes if their population is more than 5 per cent.

No two representatives of women or Scheduled Castes/Scheduled Tribes should be from the same Panchayat.

(c) *Zila Parishad*

The Zila Parishad should comprise forty to sixty members. The Chairmen of constituent Panchayat Samitis should be *ex-officio* members. One member per Samiti should be elected by the members of each Samiti and in districts with less than 15 Samitis, another member should be elected by the Samiti. In addition, the following members should be coopted by each Parishad:—

(i) eight women;

(ii) four members of the Scheduled Castes if their population is less than 10 per cent; eight, if population is more than 10 per cent, and

(iii) four members of the Scheduled Tribes if their population is more than 5 per cent.

No two representatives of women or Scheduled Castes/Scheduled Tribes should be from the same Samiti.

(2) Association of M.Ps., M.L.A., etc.

M.Ps., and M.L.As. should be prohibited from becoming elected members or heads of Panchayati Raj bodies. A Lok Sabha member should be a member in the Samiti where he normally resides and an M.L.A., of all Samitis included in his constitutency, without the right to vote or to hold office. In the Zila Parishad, members of Lok Sabha and the State Assembly elected from the district (except from city constituencies) should be *ex-officio* members without right to vote or to hold office. Members of Rajya Sabha and M.L.Cs should not be given any *ex-officio* status in Panchayati Raj bodies.

(3) Special Representation

(i) There should be no nomination or cooption of outsiders to Panchayati Raj bodies on the score of eminence of experience.

(ii) Officials should not be made members of Panchayati Raj bodies —full or associate. The Collector should not be Chairman of Zila Parishad.

(iii) There should be no institutional representation to cooperatives in Panchayati Raj bodies.

(4) Mode, Conduct and Time of Elections

(i) All the members of Panchayats including representatives of women, Scheduled Castes/Tribes should be elected. There should be no coopted, nominated or *ex-officio* member. The election should be by secret ballot and in single member wards.

(ii) Voting should be made compulsory in Panchayat elections. Failure to vote should be penalised with a fine of rupee one.

(iii) The Sarpanch should be directly elected; the Samiti Chairman and the Parishad President should be elected simultaneously within 14 days of the village Panchayat elections, by an electoral college of all Panches in the Samiti/Parishad.

(iv) Cooption of women, Scheduled Castes and Scheduled Tribes to the Panchayat Samiti and Zila Parishad should be done by single transferable vote from women/Scheduled Sastes/Scheduled Tribes members of the constituent Panchayats and Panchayat Samitis respectively.

(v) Elections to Panchayati Raj bodies should not be held simultaneously with the elections to Parliament.

(vi) Instead of security deposits, a non-refundable nomination fee should be prescribed.

(5) Term of Office

(i) The term of office should be five years. The Samiti Chairman and Parishad President should not be permitted to hold office for more than two consecutive terms.

(ii) A rigid adherence to the normal term of office for Panchayati Raj institution should become a binding convention. All bye-elections should be for the remaining term of office.

(6) Qualifications and Disqualifications

(i) No educational qualifications should be prescribed for Panchayat members. However, candidates should not be allowed to fix thumb impressions on the nomination papers but should sign their names. Ability to read and write the local language should be the minimum qualification for becoming a Sarpanch and for membership or office in the Samiti and the Parishad. No special age qualifications are necessary.

(ii) The list of disqualifications for membership of Panchayats should be simplified. There should be no special age qualifications. Failure to pay Panchayat dues should not be a disqualification.

(7) Unanimity in Elections

No cash prizes or material inducements should be offered for unanimity in Panchayat elections.

(8) Vote on No-confidence Motion

A 2/3rd majority should be required to pass a no-confidence motion against the office-bearers. No such motion should be allowed in the first yeaı of term of office and there should be a minimum interval of one year between any two-confidence motions.

(9) Participation by Political Parties

(i) For Panchayat elections, standard ballot papers consisting only of symbols should be printed in advance and kept in stock. The symbols should be different from party symbols and should not suggest any association with religious or communal sentiments.

(ii) There should be no legal provision prohibiting political parties from influencing elections to Panchayati Raj bodies, but no official recognition should be given to them.

(10) Supervision

(i) The Chief Electoral Officer of the State should be made the statutory Election Authority for supervising the elections to Panchayati Raj bodies. This should be sufficient to ensure free and fair elections and there is no need for a separate Election Commission at the State level.

(ii) For effective supervision over Panchayati Raj bodies, there should be a whole time District Panchayat Commissioner at the district level, but he should do this work in a semi-judicial capacity. He should be appointed for a fixed term of six years in the district. In the alternative, the District Collector may be entrusted with this work provided he has a minimum tenure of four years and he does this work in a semi-judicial capacity. At the State level, there should be a Panchayati Raj Board on the lines of the Board of Revenue.

4. The Conference may consider and give its views on the recommendations.

Agenda Item II: PANCHAYATI RAJ

(iii) Finances

With the increasing devolution of functions and responsibilities on Panchayati Raj institutions at different levels, the need for ensuring availability of adequate resources to enable them to fulfil their proper role hardly requires reiteration. The Santhanam Study Team on Panchayati Raj Finances set up in 1962 examined the resources of Panchayati Raj bodies in detail and made a series of recommendations to strengthen their financial position. These recommendations are under different stages of implementation by the State Governments. The problem of augmenting the financial resources of Panchayati Raj institutions, however, is one that cals for continuous examination; a review of the position becomes all the more necessary now with the Fourth Five Year Plan on the anvil. It was thus that the Consultative Council on Panchayati Raj considered the question at some length and made certain recommendations.

2. Broadly, the sources of income available to Panchayati Raj institutions are two-fold; resources raised by themselves from taxes leviable by them and income from non-tax sources and remunerative assets; and revenues devolved on them by the State Government. As regards the tax effort of Panchayati Raj institutions, in view of their still being in a nascent stage of development, the position, by and large, woud seem to be not much different from that described by the Taxation Enquiry Commission in 1954. "Usually Panchayats start on their career either by earning resentment through taxation or, where they refrain from these measures, by earning contempt through inactivity".

3. The Santhanam Study Team examined, within the broad framework and provisions of the Third Plan, the resources and finances of Panchayati Raj institutions in different States and recommended measures to increase the tax effort of Panchayati Raj institutions and to augment the resources devovled on them by the State Governments. The recommendations of the Study Team were considered in detail by the last Annual Conference. The position of acceptance by the State Governments of some of the more important recommendations of the Study Team are indicated below.

4. The Study Team has suggested that house tax may be levied on the basis of the capital value of the house: maximum and minimum rates of house tax have also been indicated. These recommendations stand implemented in Madras and Maharashtra whilst Andhra Pradesh, Kerala, Madhya Pradesh, Mysore, Orissa and Uttar Pradesh have accepted the suggestion. The Study Team has also suggested certain minima and maxima for profession tax based on annual income. These levies are in vogue in Andhra Pradesh, Madras and Kerala; Madhya Pradesh, Mysore and the Punjab have accepted them. Certain minimum rates of vehicle tax have also been suggested by the Study Team which have been accepted by six State Governments of which in three the recommendations have already been implemented. Another suggestion is the levy of pilgrim tax by the

higher tier Panchayati Raj bodies. Whilst Gujarat has implemented it already, four State Governments, namely, Andhra Pradesh, Madhya Pradesh, Madras and Himachal Pradesh have accepted the suggestion. The Santhanam Study Team has also suggested the need for a levy of special tax on land revenues, house tax, etc. for executing specific development projects. This recommendation stands implemented in some form or the other in Madras and Andhra Pradesh, whilst Madhya Pradesh, Mysore, Orissa and the Punjab have generally accepted the suggestion.

5. The Consultative Council on Panchayati Raj went into the question of the finances of the Panchayati Raj bodies and made a series of recommendations including even a suggestion that a directive be issued to the quinquennial Finance Commission to indicate clearly the proportion of additional resources transferred to the States which should be passed on to the Panchayati Raj institutions. The recommendations of the Council are discussed below under five broad heads:

(i) Assignation of larger revenues to all Panchayati Raj instiutions;
(ii) Matching Assistance;
(iii) Equalisation fund;
(iv) Capital Assistance to Panchayati Raj Institutions; and
(v) Procedural Aspects.

Assignation of larger revenues to Panchayati Raj institutions

6. At present, the only source of revenue which is exclusively earmarked for Panchayati Raj institutions is cess or surcharge on land revenue. The rate itself varies from 6 paise per rupee in West Bengal and Uttar Pradesh to 25 paise per rupee in Orissa and 20 paise per head of population in Madras. Only in six States, viz., Assam, Gujarat, Kerala, Madhya Pradesh and Maharashtra, the entire amount collected is passed on to the Panchayats. The Council has, therefore, recommended that exclusive sources of revenue be earmarked statutorily for Panchayati Raj institutions at all the three tiers. The Conference may consider the suggestion and the possible sources that could be so earmarked.

7. The Council has further recommended that, besides earmarking exclusive sources of revenue to Panchayati Raj institutions, proceeds of certain taxes leviable by the State Governments be shared between the Government and the Panchayati Raj institutions in a certain fixed ratio to be determined either statutorily or by a competent authority set up for the purpose by the State Government. The Conference may consider the suggestion and indicate broadly the taxes that could be so shared and also the range of proportion which could be allocated to the Panchayati Raj institutions.

8. The Council has suggested that the entire proceeds of land revenue be earmarked for Panchayati Raj institutions. It has been indicated that, after deducting a suitable percentage for the equalisation fund, the distribution of land revenue should be 50% on the basis of collection and 50% on the basis of population. At present the entire proceeds of the land revenue are given to the panchayats as basic tax grant in Kerala, whilst in Maharashtra, the entire land revenue is earmarked for Panchayat Samitis and

Zila Parishads. In Gujarat, 85% of the land revenue after making suitable deductions for the payment of the salaries of Panchayat Secretaries and Talatis and contribution for State Equalisation Fund is allotted to Panchayati Raj bodies. In most other States, there is a statutory provision for giving a share of land revenue to Panchayati Raj institutions at the different tiers. Information is available only in respect of the actual share of land revenue passed on to village panchayats. The position obtaining in different States is as follows. The share of land revenue which Panchayats get varies from 6¼% in Bihar to 35% in Mysore. In Rajasthan, it is 20 paise per head of population. In Punjab, in addition to 10 paise per head of population, the entire land revenue realised on holdings of five acres and less is assigned to Panchayats. In Andhra Pradesh, the share of the Panchayat is 25 paise per head of population.

9. The Conference may review the position obtaining in different States and consider the suggestion made by the Council that the entire proceeds of land revenue should be earmarked for Panchayati Raj institutions.

Matching Grants

10. The Council has recommended that inducement be given to Panchayati Raj institutions for optimum utilisation of their taxation powers by providing suitable matching grants. In this connection, classification of Panchayati Raj institutions based on their economic condition has also been suggested.

11. The need for providing matching grants to enthuse Panchayati Raj institutions to greater levels of tax effort has already been recognised. Indeed, its effectiveness has been amply demonstrated by the experience in some States, particularly Madras and Maharashtra.

12. Certain facts in regard to realisation of additional tax from the rural sector by the States during the current plan period, and the efforts made by Panchayati Raj institutions in Madras and Maharashtra, would clearly indicate the resources mobilisation potential of Panchayati Raj institutions and the efficacy of the system of matching grants to tap this potential effectively. A recent assessment has shown that as against the anticipated figure of additional tax proceeds of Rs. 250 crores from the rural sector in the Third Plan period, the receipts would amount only to about Rs. 56 crores. Statewise assessment of the additional tax effort during the Third Plan from the rural sector is at *Annexure I*.

13. It is seen from the statement that at least in five States no additional resources have been raised through land revenue. This trend is at once surprising and disquieting; in view of the additional incomes generated in the rural sector, and considering the relative stagnation of land revenue, it should be possible to realise more substantial amounts through taxation on land. At the same time, it is seen that Panchayati Raj institutions in Madras and Maharashtra have been able to raise very sizeable revenues from the rural sector. Increase in surcharge and cess on land revenues in these States by Panchayati Raj institutions ranges from 25% to 100%. In Madras, the additional revenue raised by the Panchayat Samitis in this manner is expected to be over Rs. 7 crores in the current Plan period. In Maharashtra, the total amount realisable by Panchayati Raj institutions from increased cess on land revenue is estimated to be of the order of Rs. 2

crores every year. It is also to be noted that in both these States this source has proved to be the most important component of the total tax effort of Panchayati Raj institutions. In 1962-63, in Madras, 45·5% of the total tax effort of Panchayati Raj institutions was through surcharge on land revenue and in Maharashtra, nearly 25% came from the levy of additional cess on land revenue. These figures clearly underscore the need for providing attractive enough matching grants to step up the tax effort of Panchayati Raj institutions. The system of matching grants obtaining in different States is at *Annexure II*.

14. The Conference may review the present position and offer its suggestions.

Equalisation Fund

15. The Consultative Council on Panchayati Raj has also suggested the creation of an "Equalisation Fund" for special assistance to poorer Panchayati Raj institutions. This would be necessary in view of the wide disparity in the economic conditions of Panchayati Raj institutions. The system of equalisation grants obtaining in different States is at *Annexure III*. The Conference may review the present position and offer its suggestions.

Capital Assistance to Panchayati Raj institutions

16. Remunerative assets are a source of assured income to the Panchayati Raj institutions, besides helping in the process of community capital formation. The Consultative Council has, therefore, recommended institutional arrangements for channelising capital assistance to Panchayati Raj institutions. Such capital assistance could be utilised for the creation of remunerative assets for public utility undertakings, and for construction of buildings for revenue yielding commercial units like shops, markets, etc. It would be recalled in this connection that the last Annual Conference had suggested that Panchayati Raj Finance Corporation be set up in a few States on a pilot basis. It is felt that the Panchayati Raj Finance Corporations when set up would be an appropriate institutional forum for channelising capital assistance to Panchayati Raj institutions. The Conference may consider the suggestion and offer its recommendations.

Procedural Aspects

17. For the decision to transfer more resources and schemes to Panchayati Raj institutions to be effective, it would be necessary that it is clearly reflected in the State budget. Unless this is done, there would be no consolidated picture at the State level of the total order of investment in, or the totality of the development programmes taken up at, the local levels. The resultant impediment, in the absence of such a consolidated picture in the budget, would be that Panchayati Raj institutions would not get a clear indication in time of the financial inputs that they could expect from the State Government. It is in view of this that the Consultative Council has made a specific recommendation that all resources and schemes of

development transferred to the Panchayati Raj institutions should be separately exhibited in the State budget. The last Annual Conference had also made a specific recommendation to this effect. The different stages of implementation of this recommendation are indicated in Agenda Item I.

18. The Conference may consider the various recommendations of the Consultative Council on the finances of Panchayati Raj bodies and offer its suggestions.

ANNEXURE I

[Enclosure to Agenda Item II(iii)]

Additional taxation effort during the Third Plan from the Rural Sector

(Rupees in crores)

State	Land Revenue	Agricultural Income Tax	Water Irrigation rates	Total
Andhra Pradesh	19·00	..	..	19·00
Assam	0·69	4·85	..	5·54
Bihar	..	..	0·46	0·46
Gujarat	..	..	1·32	1·32
J. & K.	..	0·04	..	0·04
Kerala	0·91	..	..	0·91
Madhya Pradesh	0·08	..	0·34	0·42
Madras	1·34	..	3·91	5·25
Maharashtra	..	1·53	2·14	3·67
Mysore	4·08	0·58	..	4·66
Orissa	1·04	..	..	1·04
Punjab	1·63	1·91	0·53	4·07
Rajasthan	0·75	..	..	0·75
Uttar Pradesh	5·65	..	2·90	8·55
West Bengal	..	..	..	..
TOTAL	35·17	8·91	11·60	55·68

ANNEXURE II

[Enclosure to Agenda Item II(iii)]

Matching Grants: Statewise Position

1. Bihar

The Act provides that a minimum of $6\frac{1}{4}$ per cent of the land rent should be set apart for distribution to Panchayats in the prescribed proportion (proportion not yet prescribed).

2. Gujarat

After meeting the expenditure on salaries of Gram Panchayat Secretaries and on their training, 5 per cent of the land revenue is paid into the State Equalisation Fund. Out of the remaining amount $7\frac{1}{2}$ per cent is paid into district Gram Panchayat for making incentive grants to Gram Panchayats to encourage them to raise their income by levying taxes and fees leviable by them under the Act.

3. Kerala

The Act provides that the Government shall pay annually basic tax grant to each Panchayat, approximately equal to 3/4 of the amount of basic land tax collected by the Government from the Panchayat areas. The remaining 25 per cent of the basic tax collected shall be paid by the State Government to the Panchayat as a grant in such proportion as may be fixed by the Government, having regard to the area, population, available resources and the needs of development of the Panchayats and the cost of Panchayat administration.

4. Madhya Pradesh

The district reserve fund is proposed to be constituted by crediting 5 per cent of the land revenue collection to it. The matching grant is proposed to be given from this reserve fund.

5. Madras

On every rupee on house tax collected by the village Panchayat, one rupee is paid by the State Government to the Panchayat as village house tax matching grant.

The Panchayat Union has been permitted to levy local cess-surcharge. The State Government pays to the panchayat union a matching grant on the local cess-surcharge so levied. The grant payable by the Government is 75, 100, 125 and 150 per cent of the local cess-surcharge collected, depending upon the classification of the block as A, B, C and D category, as the case may be.

6. **Maharashtra**

If the Zila Parishad or a Panchayat Samiti levies a cess on land revenue at a rate higher than the minimum rate statutorily prescribed, the State Government pays to every such Parishad or Samiti a local cess matching grant which shall be a sum collected in such proportion as may be prescribed by the State Government.

7. **Punjab**

Out of 10 per cent of the land revenue a certain sum has been reserved for making incentive grants to the Panchayat Samitis for augmenting their resources and the remaining amount is utilised for matching grants. For this purpose the State Government have classified the samitis in four categories and the grant is made on a matching basis, *viz.*, rich Panchayat 100 per cent of the amount collected, average Panchayat 150 per cent of the amount collected, poor Panchayat 200 per cent of the amount collected and very poor Panchayat 300 per cent of the amount collected.

8. **Rajasthan**

A "free fund" of Rs. 2·5 crores has been provided in the Third Plan from which funds are allocated to Panchayat Samitis for implementing new schemes not included in the Third Plan. 40% of the estimated cost of these schemes will be given from this fund, the remaining 60% to be met by Panchayat Samitis or through local contributions.

9. **Orissa**

Matching grants are given to Gram Panchayats for meeting expenditure towards pay of secretaries and pay on sanitation staff.

ANNEXURE III

[Enclosure to Agenda Item II (iii)]

Equalisation Grants

Gujarat

After meeting the expenditure on the salaries of Gram Panchayat Secretaries and on their training, 5% of the land revenue is paid into the State Equalisation Fund. This Fund is utilised for making special grants to backward districts so as to minimise the social and economic inequalities between the districts of the State. Out of the remaining amount, 7½% is paid into District Equalisation Fund which is utilised for making special grants to backward Panchayats so as to minimise the social and economic inequalities between the Panchayats in the district.

Maharashtra.

The State Government makes a grant to every Zila Parishad equivalent in amount to 70% of the land revenue realised during the previous year within the district. When the amount of grant is found less than the amount arrived at on the basis of Rs. 2/- per capita of the population of the district, then the Zila Parishad is paid an Equalisation Grant equal to the difference between the amount arrived at on a per capita basis and the amount paid to the Zila Parishad as land revenue grant.

Madras

The Local Educational Grant and the Local Cess Surcharge Matching Grants are also of the nature of Equalisation grants in the sense that the grants are regulated on the classification of Blocks into 'A', 'B', 'C' and 'D' categories. In case of Local Education Grant the amount ranges between 50 to 80% of the second slab, depending on the classification of the Block and in case of Local Cess Surcharge Matching Grant the amount is fixed between 75 to 150% depending on the classification of the Block.

Andhra Pradesh

In the Fourth Plan, it is propsed to classify blocks as "above average", "average", and "below average", depending on their level of development. Tribal blocks would be another distinct category. Funds will be allotted on a varying per capita basis in inverse proportion to the level of development.

Agenda Item II : PANCHAYATI RAJ

(iv) Audit

With the substantial devolution of powers to them, Panchayati Raj bodies account for considerable investment of public monies. The need for a sound system of audit, not only to ensure financial proprieties but to act as a positive instrument for securing maximum benefit to the community from the expenditure incurred cannot therefore be over-emphasised. As visualised at the Annual Conference last year, a Study Team was set up under the Chairmanship of Shri R. K. Khanna, presently Accountant General, Central Revenues, to examine the practical working of the system of audit of Panchayati Raj accounts in different States and to suggest a basic pattern which, with suitable modifications, could be adopted by all States. The Study Team presented its Report in March, 1965. It has already been circulated to the State Governments. Comments have so far been received from Kerala, Gujarat, Goa and Manipur.

2. The important recommendations of the Study Team are as follows:—

(a) **Accounts Staff**

(i) Panchayats with income over Rs. 10,000 should have a full-time Secretary. Other Panchayats may be grouped so that one Secretary looks after not more than 5 Panchayats. If Panchayats are not able to meet the cost, suitable subsidy may be given by Government, which may be progressively withdrawn.

(ii) Panchayati Raj accounting personnel should be constituted into a cadre under the Development or Panchayati Raj Department. Shortage may be met by deputation from the staff of the Accountant General.

(iii) The capacity of institutions for training Panchayat Secretaries should be enlarged to cover the remaining untrained personnel within a period of two years.

(b) **Audit Organisation**

(i) The Examiner, Local Fund Accounts should audit the accounts of Panchayats.

(ii) A primary auditor should be placed at the Panchayat Samiti for audit of 40-50 Village Panchayats.

(iii) An audit party may preferably consist of 1 Senior Auditor and 2 Junior Auditors and may be located at each of the district headquarters. Adequate gazetted supervision should be provided for groups of districts. One special party can be located at the headquarters of the State for any special audit.

(iv) A cadre under the Examiner should be formed to cover the audit personnel of Panchayati Raj.

(c) Procedure for Auditing

(i) Audit should be conducted annually of 3-4 months' accounts including the month of March.

(ii) The period between the conclusion of audit and issue of the report should not exceed two months; preliminary replies should be obtained on the spot. Reports need not be printed.

(iii) Audit should not be confined to a voucher check, but should also ensure that the sanction to expenditure is in order and is related to performance.

(iv) Audit memos for village Panchayats should issue in the regional language.

(d) Surcharge

(i) The Examiner should be given the power of surcharge.

(ii) The Examiner should have power of waiver upto Rs. 100/-. Further delegation may be made for appropriate reduced amounts for gazetted staff under him.

(iii) For the present, option to the aggrieved party to appeal against surcharge either to the State Government or to the Civil Court may remain. As early as practicable, the State Governments should divest themselves of this power and the appeal should lie only to the Civil Court. Alternatively, Panchayati Raj Tribunals may be set up for hearing of appeals in surcharge cases and other matters.

(iv) The limitation period for instituting surcharge proceedings should be four years.

(v) Surcharge should also be made applicable to the lowest tier in States where it is not already so provided.

(vi) Surcharge proceedings should be instituted only against non-officials and direct employees of the Panchayati Raj bodies. In the case of Government servants on deputation, the matter should be reported to the parent department for instituting necessary action.

(vii) Surcharge should not include an element of fine though there may be a provision for recovery of interest.

(e) Follow up of Audit

(i) There should be a special machinery consisting of the representatives of the Accountant General, Development Commissioner and the Examiner, at the State and district levels, to review the outstanding objections. Stringent action should ensue against officials responsible for serious delays in compliance.

(ii) The internal audit machinery of the Development Department should assist the accounts staff of the Panchayati Raj bodies, especially at the lower tiers, in the disposal of audit objections and educate them in accounts matters.

(f) **Role of Accountant General**

(i) Apart from the audit by the Examiner, a supplementary independent test check by the Accountant General is recommended.

(ii) A provision may be included in the proposed bill under Article 149 of the Constitution, defining the powers and duties of the Comptroller & Auditor General, to the effect that audit of Panchayat bodies may be entrusted to him by the State Government after consultation with him.

(g) **Submission of Reports to Legislature**

(i) Consolidated finance accounts with an audit review on the working of Panchayati Raj bodies may be submitted to the legislature.

(ii) The Secretary, Panchayati Raj Department may continue to appear and answer the queries of the Public Accounts Committee in respect of these bodies and carry out its recommendations.

(iii) The audit report to be submitted to the Legislature under Article 151(2) of the Constitution may include—

(a) a resume of the grants given by various departments to the Panchayati Raj bodies;

(b) comments on the adequacy of examination by Government before the release of grants;

(c) salient points from the Report of the Examiner; and

(d) Results of statutory test audit by the Accountant General.

(h) **General**

(i) Expenditure on audit should not exceed 2% of the income of the institutions.

(ii) Audit fee should not be recovered from Panchayati Raj institutions.

(iii) The status, powers and functions of the Examiner should be inscribed in the statute.

(iv) A manual for Panchayati Raj bodies for imparting guidance in accounting and audit procedure should be prepared.

(v) Higher tiers should supervise the lower ones. General body meetings at each tier may be held once in three months to review the outstanding objections.

(vi) Government should have the power to clamp pre-audit for a prescribed period in case of persistent financial default.

3. The Conference may consider these suggestions and express their views on them.

Agenda Item II: PANCHAYATI RAJ

(v) Incentives and Safeguards

The basic aim of Panchayati Raj may broadly be stated to be threefold, *viz.*, providing additional and more readily accessible points of administration, enabling responsible participation of the people and their representatives in decision making, and securing efficient and effective action all round in the sphere of development. These may, in short, be termed the constitutional, democratic and service goals of Panchayati Raj. For these aims to be fulfilled in the measure due, it is necessary that there should be adequate safeguards and incentives-safeguards in particular for ensuring the realisation of the constitutional and democratic goals and incentives for the fulfilment of the service effect. A built-in system of adequate incentives and safeguards, besides the relevant legislative provisions, assumes all the greater urgency in the context of the projected expansion and consolidation of Panchayati Raj in the years to come.

2. The twin issues of incentives and safeguards were considered at length by the Annual Conferences in 1963 and 1964. On incentives, the view taken by the Annual Conference in 1963 was that these should be provided to the Panchayati Raj bodies for (a) fulfilment of national targets relating to agricultural production, (b) maintenance of completed works and (c) raising of their own financial resources. The last Annual Conference further considered the question and felt that, besides separate schemes of incentives for sectoral performances like maintenance of works, realisation of tax dues and increase in agricultural production, there was also need for instituting a system of incentives in the shape of suitable prize schemes based on all round performance, including general institutional efficiency. As regards incentives for sectoral performances the last Annual Conference reiterated the need for giving matching grants to Panchayati Raj institutions on the basis of their annual tax collections against the total tax demand and providing adequate funds to these bodies for maintenance of works. The Conference, however, desired a re-examination of the entire question of incentives relating to agricultural production.

3. As regards safeguards, the Annual Conference last year discussed the various facets of the problem in some detail. The Conference took particular notice of complaints frequently voiced against minor types of mal-administration and abuse of discretionary powers which do not amount necessarily to gross misconduct; the latter can usually be dealt with promptly enough under the respective legislative provisions or executive instructions. Another sensitive area, *viz.*, disciplinary control over the official machinery by non-official chairmen of Panchayati Raj institutions, was also given close consideration. At the same time, the need for guarding against any possible unwholesome involvement of official functionaries with political elements at the local levels was recognised. Taking into account the complexity of the problems posed, the last Annual Conference recommended that the question of proper safeguards in Panchayati Raj institutions be studied by a small committee.

4. Considering the evident inter-relationship between incentives and safeguards, the Ministry appointed a Workshop to go into the various aspects of both. The recommendations of the Workshop include provision of incentives in the form of prizes for overall performance of Panchayati Raj bodies; special institutional incentives for agricultural production, and also for progressive farmers and institutional incentives for raising additional resources. The safeguards suggested by the Workshop can be broadly classified as administrative and financial safeguards. The salient recommendations of the Workshop are at the *Annexure*. The recommendations of the Workshop have already been circulated to the State Governments. Their comments are awaited.

5. The Conference may consider the recommendations and offer its suggestions.

ANNEXURE

[Enclosure to Agenda Item II(v)]

Incentives

Prize scheme for overall performance

There should be a scheme of suitable prizes to Panchayati Raj institutions at all the three tiers based on overall performance. The following could be the indices of performance:

(a) agricultural production;

(b) increased tax over the previous years' level;

(c) public contribution raised;

(d) completion of incomplete works;

(e) efforts for welfare of the weaker sections, based on the resources of the Panchayati Raj institutions concerned;

(f) promotion of cooperatives;

(g) after-care homes;

(h) utilisation of rural man-power; and

(i) absence or infrequency of no-confidence motions.

The competitions between Panchayats, Panchayat Samitis and Zila Parishads would be held upto the national level.

(The Conference may indicate the relative weightage to be given to the various indicators in assessing the overall performance of Panchayati Raj institutions. The system followed in Orissa is at *Appendix* 1.)

Broad criteria for assessment

(i) *Mobilisation of resources*

(a) proportion of institutional contribution to individual contribution;

(b) creation of remunerative assets other than industrial units; and

(c) direct tax effort.

(ii) *Welfare of weaker sections*

(a) liberalisation of the rules and procedures for the grant of loans and subsidies to the weaker sections (the criteria of weakness will be households having less than 1 acre land or an income of less than Rs. 500/- per annum);

(b) exclusive reservation of loan assistance for rural housing to the weaker sections;

(c) assistance to the weaker sections to maintain cattle, sheep and goats which can be a permanent source of income for them;

(d) encouragement to the weaker sections to develop industrial cooperatives and preferential treatment to them in the allocation of controlled commodities;

(e) organisation of forest and labour cooperatives and elimination of contractors;

(f) reservation of a certain percentage of funds exclusively for schemes benefiting the weaker sections;

(g) provision of ancillary requirements to the weaker sections who have been allotted land;

(h) provision of free hostel facilities, scholarships and free books and slates to the children of the weaker sections;

(i) exemption from payment of matching contributions in the case of weaker sections.

(iii) *Promotion of cooperatives*

(a) increase in membership, deposits and share capital of cooperative societies;

(b) making the jurisdiction of integrated multi-purpose agriculture, credit, marketing and warehousing societies co-terminus with the block as far as possible;

(c) drawing up of village production plans in consultation with the cooperatives;

(d) holding joint meetings of the Panchayats and the Managing Committees of cooperatives at least once a quarter to discuss common problems;

(e) assumption of promotional role by the Panchayat Samiti in the development of cooperatives; and

(f) maintenance of close collaboration between the Zila Parishad and the District Cooperative Union.

(iv) *Agricultural Production*

(As regards agricultural production, no specific criteria have been recommended by the Workshop. It is for the consideration of the Conference whether the following items should not be included as indicators of assessment of performance in the sphere of agricultural production, besides increase in yield:

(a) proportion of agricultural production plans, according to the prescribed pattern, to the total number of agricultural families in the area;

(b) extent to which customary obligations have been carried out in regard to maintenance of irrigation sources; and

(c) the extent of utilisation of the irrigation potential made available.)

Institutional incentives for agricultural production

In addition to prize schemes for overall performace by the Panchayati Raj institutions, which includes increase in agricultural production, the following two measures have been suggested by the Workshop as further institutional incentives in the sphere of Agricultural production:

(i) Districts and blocks should be graded as 'above average', 'average' and 'below average' on the basis of their performance in agricultural programmes. This gradation should be circulated among all the districts and blocks in the State to generate a spirit of healthy competition. This would also have the added advantage of identifying weaker areas requiring special concentration of effort; and

(ii) A scale of minimum performance should be laid down for each Panchayati Raj institution. Those institutions which exceed the prescribed standard should be given special grants, for utilisation particularly on approach roads and other essential agricultural overheads.

(Availability of reliable block level estimates of agricultural production is a pre-requisite to any scheme of incentive to Panchayati Raj institutions in the field of agricultural production. It has been decided to cover the entire country by 1968-69 by a system of block level estimates combining both scientific crop cutting experiments and eye appraisals. A brief note on the scheme is at *Appendix* 2).

Incentives for progressive farmers

Besides institutional incentives for stepping up agricultural production, the Workshop has recommended certain incentives for progressive farmers to help improve individual performance. The suggestions made include the following—

(i) Meritorious accomplishments should be accorded social recognition by means of titles, medals, prizes, invitations of honour and suitable publicity; study tours, exchange of farm leaders and provision of facilities for higher training are also advocated.

(ii) Increased yield should not be the sole criterion in judging performance. Adoption of improved practices, which would be specified for each area, should be an important deciding factor in selecting the progressive farmers for the award of prizes etc.

(iii) To enable equitable selection, the farmers should be divided into three categories, *viz.*, those having less than 5 acres of land, those having between 5 and 15 acres and those having over 15 acres. There would be separate awards for each category.

Institutional incentives for raising resources

A separate system of incentives for raising of financial resources by Panchayati Raj institutions has also been recommended. The State Government could give matching grants to Panchayati Raj institutions based on their additional tax effort. For this purpose, Panchayati Raj bodies should be classified into categories and a graded system of matching grants worked out.

Safeguards

Administrative

1. Powers of recruitment, appointment, promotion and disciplinary action in respect of the staff of Panchayati Raj institutions should vest in an authority independent of the elected wing of these institutions.

2. Class II officers, Extension Officers (of all classes) and Accountants of the Panchayati Raj bodies should be the members of the respective cadres constituted at the State level. The cadre of Accountants may be under the control of the Examiner of local Fund Accounts.

3. There should be a regular established cadre of Block Development Officers. In exigent cases of deputation from other cadres, the period of deputation should not normally be less than five years.

4. For the selection of the staff of the Panchayati Raj bodies at the district level, a Selection Committee headed by the Chairman of the Zila Parished and composed of the Collector and the Chief Executive Officer should be constituted. Similarly, at the block level, there should be a Committee consisting of the President of the Panchayat Samiti, the Sub-Divisional Officers and the Block Development Officer.

5. A suitable percentage of certain catergories of posts, particularly in the Panchayati Raj and Community Development Departments, may be reserved as promotion quota for the employees of Panchayati Raj institutions.

6. Powers to initiate disciplinary action, conduct enquiry and award punishments to officials working in Panchayati Raj institutions should vest in the appropriate officers.

7. Appeals against the orders of the Block Development Officers should lie to the Collector/Chief Executive Officer. Appeals against the orders of the Chief Executive Officer should lie to the Commissioner/Development Commissioner.

8. Confidential reports of officials serving under Panchayati Raj institutions should be written by the appropriate official authorities. As regards the Block Development Officer/Chief Executive Officer of the Zila Parishad, an assessment of his work by the President, Panchayat Samiti/Chairman, Zila Parishad should be obtained and taken into account by the reporting officer.

9. Powers of transfer of staff working in the Panchayati Raj institutions, within the district should vest in the Collector/Chief Executive Officer (when his status corresponds to that of a Collector).

10. In respect of each category of the employees of Panchayati Raj institutions, the normal period of tenure at a particular place of posting should be fixed. In the case of teachers, it should be seven years.

11. In the event of any transfer proposed by the Chairman, Zila Parishad at his own instance or on the recommendation of any non-official member, the proposal should be discussed between the concerned heads of the technical departments at the district level and the Chief Executive Officer. Where there is a divergence of view between the Chief Executive Officer and the Chairman, the latter should order the transfer in writing which should then be carried out.

12. Every Panchayat Samiti and Zila Parishad should conduct a detailed survey of the area before the commencement of every plan with a view to determining the location of works like schools, irrigation wells, roads, culverts, godowns, etc. Priorities should then be drawn up in consultation with the technical officers concerned. Grants made available to various areas should be strictly in accordance with the order of priority thus laid down.

13. Specific rules should be laid down for the use of transport belonging to the Panchayati Raj institutions. Logging of the journey should be made compulsory.

14. All communications originating from the Panchayat Samiti/Zila Parishad and meant for transmission to higher authorities should normally be routed through the Chairman of the institutions. The correspondence should not be withheld by the Chairman beyond a specified period.

15. Non-official members should not have access to the office records. They may, however, ask for information from the Chief Executive Officer or on the floor of the House.

16. The power of removal of members of Panchayats should vest in the Sub-Divisional Officer. The Collector should exercise that authority in respect of Sarpanches or members of Panchayat Samitis. The powers to remove the head of the Panchayat Samiti and members of the Zila Parishad should vest in the Commissioner/Board of Revenue. The powers to remove the Chairman of the Zila Parishad should vest in the State Government. Appeals against the orders of authorities below the State level should lie to the next higher authority.

17. The rectification of procedural irregularities and enforcement of the prescribed procedure and rules in so far as they do not relate to elections or disciplinary matters against members or office-bearers of Panchayati Raj institutions should vest in the normal official agency whether within or outside the Panchayati Raj institutions.

18. Prescribed official hierarchy should have the emergency powers to suspend the resolutions of the Panchayati Raj institutions.

Financial

1. The financial powers of the Zila Parishad and Panchayat Samiti and their Standing Committees as also those of the Chief Executive Officer/Block Development Officer should be specifically defined. Within the respective limits thus defined, the authority concerned should be accountable for the validity of the sanctions issued.

2. Minimum and maximum rates of taxes leviable by Panchayat Samitis/ Zila Parishads should be prescribed by Statute; default in raising the minimum should be a ground for action against the institution concerned. Panchayati Raj bodies should normally collect their own tax levies, except items like surcharge on land revenue or stamp duty to be collected by the agency responsible for collecting the principal tax.

3. Panchayati Raj institutions at the higher tiers should have the powers to scrutinise and examine the budgets of the constituent lower tier units. No expenditure in excess of the budget provision should be incurred by a Panchayati Raj body, except with the approval of the next tier body.

4. Each Panchayati Raj institution at the lower two tiers should send a monthly statement of expenditure to the next higher tier body for scrutiny. Panchayat Samitis should, in addition, furnish quarterly statements of income and expenditure to the Examiner, Local Fund Accounts and the Zila Parishad.

5. The Sarpanch of a Panchayat should not keep any cash balance with him beyond a certain prescribed limit.

6. Contractors should not be paid advances before the commencement of the work. Violation of this provision should made the Sarpanch liable for disciplinary proceedings.

7. Except where the entitlement is clear and allotment of funds has no relation to local factors, funds intended for Panchayati Raj institutions at the lower two tiers should be routed through the higher tier bodies.

APPENDIX I

[Enclosure to the Annexure to Agenda Item II(v)]

Distribution of weightage between the major heads of evaluation in assessing the overall performance of Panchayati Raj institutions in Orissa.

Panchayats

Item	Marks
1	2
A. PANCHAYAT ADMINISTRATION	
(i) Assessment and collection of Panchayat Taxes and fees :—	
(a) Panchayat Tax	10
(b) Other taxes and fees	3
(ii) Income from internal sources	5
(ii) Meeting held and percentage of attendance	4
(iv) Unanimity in the working of the body—promotion of cooperation and non-factional atmosphere	5
(v) Maintenance of office records and registers	3
(vi) Implementation of the instructions for execution of development works	5
(vii) Proper utilisation of Gram Fund	5
Total	40
B. DEVELOPMENT PROGRAMME	
(i) Implementation of agricultural production programmes including Cooperation and Animal Husbandry.	25
(ii) Execution of different development works	10
(iii) Works of common benefit taken up by Gram Panchayat out of its own resources.	5
(iv) Role of Gram Panchayat in maintenance of school orchards, contributions for school feeding and milk feeding programmes in Mahila Samities, construction of Mahila Samiti buildings etc.	5
(v) Achievements of Gram Panchayat in rendering assistance for management of primary schools.	5
(vi) Progress of actual implementation of Village Volunteer Force Scheme.	5
(vii) Contribution of gold and cash to the National Defence Fund from the Panchayat area.	2
(viii) Any other special work.	3
Total	60
GRAND TOTAL	100

1	2
Panchayat Samitis	
(i) Average efficiency of Panchayats	50
(ii) Administration of Panchayat Samit (including programme, planning, supervision, audit, etc.)	20
(iii) Level of utilisation of financial allotment.	10
(iv) Progress achieved under different production programmes, *viz.*, irrigation, Animal husbandry, cooperation and rural arts and crafts.	10
(v) Progress achieved under different amenities programmes *viz.*, Health and Rural Sanitation. Education and Social Education.	10
Total	100

APPENDIX II

[Enclosure to the Annexure to Agenda Item II(v)]

Block Level Estimates of Agricultural Production

Estimates of crop production are at present available at the district level in respect of some important food and non-food crops. The question of undertaking block level estimates of agricultural production with a view to assessing the total performance of the block level organisations has been under consideration for quite some time. The matter came up for discussion before the Central Committee at its meeting held in June, 1961. The Chairman of the Central Committee, the then Prime Minister, emphasised the need for having a basis for the appraisal of the achievements of the blocks in the field of agricultural production. It was agreed to that an appropriate method be devised for the purpose of formulating a reasonably reliable block-wise estimation of agricultural production.

2. It was felt that, financially and organisationally, it would be very difficult to increase the number of crop cutting experiments to the extent necessary to get precise, scientific data of block level performance. Various approaches were, therefore, suggested for devising a fairly reliable method of estimation which would be a combination of scientific crop cutting experiments and eye-appraisals. This was discussed by the Co-ordination Committee of the Ministries of Food and Agriculture and Community Development in June, 1962. Pursuant to the decision of the Committee, the Institute of Agricultural Research Statistics of the Indian Council of Agricultural Research launched a pilot study for the estimation of agricultural production for individual blocks in one district each of Uttar Pradesh, Maharashtra and Bihar with effect from the rabi season of 1962-63. The study was to be confined to one or two principal crops in a season. The method employed was a combination of crop cutting experiments and eye-appraisals. The pilot surveys were later extended to cover a second district in Uttar Pradesh and a district each of Andhra Pradesh, Assam, Gujarat, Madras, Madhya Pradesh, Mysore, Punjab and Rajasthan. The pilot scheme is thus in operation in 11 States.

3. The subject was again considered at a meeting held in the Planning Commission in October, 1964. It was then decided that the Institute of Agricultural Research Statistics would formulate a phased programme for the next three years with a view to fully covering the 11 States with the scheme of block level estimates. Complete coverage of all the blocks in the country was to be achieved in five years. It was also decided that in the experimental stage the scheme would continue to be handled by the I. A. R. S. and that after the methodology had been settled, the operational responsibility for the implementation of the scheme would be passed on to the N.S.S.

4. The scheme for obtaining block level assessments of agricultural production has been accepted by the Institute of Agricultural Research Statistics as a feasible and economic method of estimation which is capable of countrywide adoption. Though not as exact as the scheme of crop cutting experiments this method which combines both crop-cutting and eye-estimation is fairly reliable one which will serve as a workable basis for assessing the block level performance. The States of Bihar and Maharashtra will be completely covered by the scheme during 1965-66 and Uttar Pradesh by 1967-68. The remaining 8 States, *viz.*, Andhra Pradesh, Assam, Gujarat, Madras, Madhya Pradesh, Mysore, Punjab and Rajasthan will be completely covered in a phased manner by 1968-69. The programme for the rest of the States is yet to be drawn up.

Agenda Item II : PANCHAYATI RAJ

(vi) Administrative Relationships

By their very nature, administrative relationships in Panchayati Raj raise a variety of complex issues. Four basic reasons could be identified. In the first place, as an organisation, Panchayati Raj is a synthesis of diverse elements, *viz.*, bureaucracy and democracy, generalists and specialists, politics and administration. Secondly, there is in the scheme of Panchayati Raj, an element of supervision by the higher tier representative bodies over their constituent lower tier units. Thirdly, the State Governments have their own obligations in regard to the implementation of various development schemes, in view of the fact that these are part of State plans endorsed by the State legislatures; the State Governments have consequently to ensure that Panchayati Raj institutions carry out the functions assigned to them with the requisite standards of efficiency and economy. Fouthly, as a machinery of developmental administration, Panchayati Raj is still in the early stages of development with varying patterns in different States.

2. The complexity of the problems and the diversity of the patterns notwithstanding, the central objective is well recognised, *viz.*, to ensure a smooth and efficient administration consistent with the accepted norms of functional integrity and financial probity. With this end in view, legislative provisions and executive instructions have been framed defining the relative roles of the State Governments, of Panchayati Raj institutions at different levels and of the officials and non-officials working in the Panchayati Raj set-up. Conventions in this regard have also been evolved over time. Proper equations have, however, not always got established and fresh problems get throw up as new situations arise which are not covered by formal rules and regulations.

3. Aspects of the administrative relationships in Panchayati Raj have been studied from time to time. The report on the problems of District Administration by the late Shri V. T. Krishnamachari looked at the problem from the point of view of the needed orientation of officers belonging to the Indian and State Administrative Services. Dr. Ram Subhag Singh's Working Group approached the question from the angle of making arrangements for better coordination for maximising agricultural production. The Consultative Committee on Panchayati Raj, while considering the interim report of its Committee, endorsed the recommendations that there should junior and senior services, with the consequential implications, for the staff of Panchayati Raj institutions. The Annual Conferences in earlier years, it would be recalled have also gone into some of the issues relating to administrative relationships in Panchayati Raj. The Home Ministry is currently engaged on a preliminary study of the role of the Collector in district administrative set-up in general. The States have also been studying certain facets of the problem. The Sadiq Ali Team appointed by the Rajasthan Government and the Administrative Reforms Commission set up by the Punjab Government are cases in point. The need, however, persists for a continuous assessment of the different aspects of the question, with a

view to evolving concrete measures to ensure the realisation of the central objective, *viz.*, working together of all agencies in concert to bring about their widest possible participation of in the formulation of plans and their efficient implementation. This assumes all the greater urgency in view of the exacting demands of the Fourth Plan.

4. The problem of administrative relationships under Panchayati Raj can be discussed under five broad heads, *viz;*

(i) Relationship between officials and non-officials at the three levels of Panchayati Raj;

(ii) Relationship between officials *inter se* at each level and the hierarchical relationships between officials at different levels;

(iii) Relationship between the Panchayati Raj institutions themselves at different tiers;

(iv) Relationship between Panchayati Raj institutions and the technical and other authorities at the State/Regional level;

(v) The role of the Collector in the context of Panchayati Raj.

Official Non-official Relationship

5. At the village level, the only official functionary directly serving with the Panchayats is the Panchayat Secretary. The pattern varies, however, from State to State. Proper conventions regarding the relationship between the Panchayat Secretary and the Sarpanch have not yet fully developed in most places, considering that there is no regular cadre of Panchayat Secretaries. In slight modification of the recommendation of the last Annual Conference for the constitution of a cadre of Panchayat Secretaries, a scheme has been evolved and sent to the States for their comments. Madhya Pradesh, Orissa, Gujarat, Madras and Mysore have conveyed their agreement with the scheme in principle.

6. Though the relationship between the Village Level Worker and the Village Panchayat has, to some extent, been formalized, it is to be noted that in spite of the fact that the village panchayat is the basic institution responsible for development at the village level, various functionaries of the different departments working at the village level have no institutional connection with the village panchayat. The village accountant, the functionary incharge of the release and regulation of water pump irrigation systems in the village even the village School Teacher and Chowkidar in some areas, could be cited as instances.

7. At the Samiti level, the block level officials of different development departments have been placed squarely under the Panchayat Samiti. The need for ensuring smooth functioning between the officials and the non-official wings and for building up traditions of integrity, projectivity and efficiency in administration can hardly be over-emphasised; some of the measures have been detailed under Agenda Item II(v). More important than what may be termed 'establishment matters', however. are the functional aspects of the official-non-official relationship. By the very nature of the activities entrusted to the representative institutions, the

functions of 'policy formulation' and 'policy implementation' cannot be clearly distinguished. If the elected Presidents, for instance, were to be concerned only with 'broad policy' and kept away from the implementation aspects, there would be no democratic control worth the name. At the same time, unwholesome pressures in the matter of choice of contractors and in certain distributive functions, like grant of loans, supply of fertilisers etc. should be avoided. Evolution of a clearer working arrangement in these functional aspects is, therefore, indicated.

8. The problems mentioned at the Samiti level are more or less common to the Parishads as well. A distinction, however, has to be borne in mind, *viz.*, that at the district level, except where the Zila Parishad is a powerful executive body, the officials of different technical departments are not under the control of the district level institution.

9. The following issues thus arise:

(i) What should be the relationship between the village panchayat and the official functionaries of different departments working at the village level?

(ii) What should be the relationship btween Panchayati Raj institutions and its functionaries and the revenue collecting agencies?

(iii) What should be the role-formal and informal of the official and non-official functionaries of Panchayati Raj institutions at different levels?

(iv) What would be an effective communication process (both formal and informal) between officials and non-officials in the Panchayati Raj set up?

(v) What incentives could be provided to the official functionaries and what measures should be taken to motivate them adequately?

(vi) What should be the measure and nature of disciplinary control over the various official functionaries by the non-official chairmen ?

Relationship between officials

10. At the Samiti level, the principle is unexceptionable that the Block Development Officer should provide coordination and initiative in unifying and promoting the activities of different technical departments through the extension officers concerned. This, in fact, is a necessary corollary to an integrated approach to development. Similarly, at the Zila Parishal level, the Chief Executive Officer should be the captain of the team. In actual practice, however, frictions are not uncommon between the generalist co-ordinators and the specialist technical officers. The problem is accentuated by the fact that the technical officers at different levels are to be supervised and guided by the respective technical officers in the hierarchy. An even balance has to be maintained between the two essential needs of development *viz.*, maintenance of uninterrupted chain of responsibilities in technical matters from the State to the local levels and ensuring coordinated effort of the different technical departments at the area level.

11. The Conference may consider the following issues:

(i) What should be the measure of administrative and technical control over the technical officers functioning at the various levels by—

(a) the Block Development Officer/Chief Executive Officer of Zila Parishad, and

(b) the respective technical officers in the hierarchy at higher levels?

(ii) What would be an effective system of supervision and guidance from the stand point of—

(a) timely, adequate and discernible dissemination of information,

(b) effective coordination of efforts,

(c) continuous programme guidance,

(d) constant improvement of the skills and capacities of the supervised?

Relationship between Panchayati Raj institutions at different levels

12. The organic relationship between Panchayati Raj institutions at different tiers varies from State to State. Provisions have, however, been made in the various statutes to ensure that these representative institutions at different levels can act separately and independently as well as in co-operation with one another. Here again, there is need for keeping a balance between two basic principles, *viz.,* autonomous functioning of representative local bodies in their own spheres and general guidance to lower tiers by the respective higher level bodies to ensure efficiency in performance. The recommendation of the Committee of the Consultative Council on Panchayati Raj indicating exclusive and concurrent lists of functions for the Panchayati Raj institutions at different levels is relevant in the context. This has been discussed under Agenda Item II(i).

13. The following issues are for the consideration of Conference:

(i) What should be the procedure for the scrutiny and sanction of budgets of Panchayati Raj institutions ?

(ii) What should be the provisions regarding inspection of lower tier Panchayati Raj institutions by/on behalf of the higher tier units ?

(iii) What should be the arrangements for the integration of village, block and district plans? and

(iv) What should be the suitable arrangement for settling matters of coordination and questions of jurisdiction between the Panchayati Raj institutions at different levels?

Relationship between Panchayati Raj institutions at the State/Regional levels

14. The responsibility of the State Government in the efficient and economic implementation of development projects is manifest. The administrative and technical organisations at the State headquarters and at the regional level are thus responsible for supervising the work of administrative and technical staff placed at the disposal of Panchayati Raj institutions. Measures should, therefore, be taken to see that State/Regional Level Officers exercise their functions of supervision and guidance effectively, without at the same time infringing on the legitimate autonomy of Panchayati Raj institutions.

15. The following issues arise in this connection:

(i) What should be the role and function of State regional level officers in guiding the Panchayati Raj institutions?

(ii) What arrangements should be devised to ensure that the processes and problems of Panchayati Raj administration are duly fed back into action and policy at the State regional levels?

(iii) What would be the channels of communication between the State departmental heads and the regional officers and the corresponding technical officers placed under Panchayati Raj institutions.

The role of the Collector

16. The Collector, in view of his special position, deserves and has been given a distinctive role in the scheme of Panchayati Raj. Specific mention in this regard may be made of the recommendation of the Working Group on Inter-Departmental and Institutional Coordination for Agricultural Production that the District Collector should head the Agricultural Production Committee of the Zila Parishad. The position of the Collector in relation to Panchayati Raj institutions varies from State to State. It is the chairman of the district body in Madras and Mysore; he is are further of the Zila Parishad and chairman of all standing committion of production Pradesh; he is a member of the Zila Parishad in Rajasth Punjab and he is completely outside the Zila Parishad, take part in the deliberations, in Gujarat and Maharashls must take place of the Collectors themselves and of the Panchayati Ra one of the primary position existing in different State has not been unif formulation of local of opinion varies from the feeling on the part of somplementation and to added responsibility is more a cross than a consolat and progress of individual certain Panchayati Raj institutions that any speciprocess, it is clear, is Collector would hinder the autonomous functioninghich, in turn, has two tative institutions. The time has come to take stobilisation of manpower of the different pattern existing in various Statannelling of the surplus feasibility of arriving at some common approach. depressed areas and pro- is of the community and

17. The following issues are for the consideres. The detailed manner ly take part in integrated

(i) What should be the formal position ces and in the utilisation Panchayati Raj set up?

of surplus manpower has been discussed in other Agenda papers. There is need, however, to take an overall view of the problem of mobilisation, in all its implications, from the standpoint of institutional support which Panchayati Raj bodies and cooperatives have to provide to production programmes.

4. Panchayati Raj institutions have to give the highest priority, as repeatedly emphasised, to production programmes connected with agriculture, which in its widest sense, encompasses a whole range of allied programmes, including development of agriculture-based industries. The role and responsibility of these institutions in regard to agricultural programmes are defined in the Panchayati Raj statutes, generally, in broad terms. It is necessary that an earnest effort be made to set out in more precise terms the specific functions of each of the Panchayati Raj institutions and of their functional committees. It would be recalled that in its letter No. 13-10(5)/65-AGRI dated March 27, 1965, the Planning Commission had drawn attention of the State Governments to the need to undertake a comprehensive review of the legislative provisions, executive instructions, administrative arrangements and financial proctdures, to see how far they were conducive to the efficient fullment of the role of Panchayati Raj institutions in the sphere of agricultural production. The Commission underlined the importance of having a clear demarcation of the areas of responsibility of office-bearers and official functionaries and specification of precise operational schedules. Presumably, the State Governments have already initiated action on these lines.

5. The local institutions directly involved in mobilising resources for production programmes are;

(i) Panchayati Raj institutions at the village, block and district level,

(ii) functional committees of the Panchayati Raj bodies,

(iii) cooperatives, and

(iv) voluntary associate organisations.

6. Source of the way in which each can play its part purposefully are indicated below;

I. Panchayati Raj institutions

(i) At the village level, the primary responsibility of the Panchayat is to get the agricultural production plan prepared, either directly, or if the functional committee is active, through the committee. At the last two Annual Conferences, detailed recommendations have been made for improvement of the technique and procedure for preparing the village agricultural production plan. Measures for further strengthening the plans in terms of formulation procedure, content, implementation and follow-up, however, require to be considered.

(ii) The Panchayats have a special responsibility for the implementation of community wide programmes (including those which are intended particularly to benefit the weaker sections of the community), as, for instance, minor irrigation works, digging of field channels, soil conserva-

tion and large-scale plant protection measures. Experience has shown that successful mobilisation is a pre-requisite for the success of community programmes; a great deal is dependent on the leadership which the Panchayati Raj institutions can provide and the integrated support which it receives from the network of development departments. This is borne out particularly in the IADP districts, where the combination of organisationl effort at the official level, with emphasis on involvement of local institutions, has made a distinct impact on increase in production. As programmes based on the 'intensive' approach now cover a substantial proportion of the blocks it should be possible to duplicate this experience over a much wide area.

(iii) The Panchayat can play a fruitful role in supervising the distribution of essential services and supplies, so that it yields the maximum benefit. Though there may be special agencies to handle the distribution, the Panchayats are specially well suited to keep a watchful eye on their activities.

(iv) The Panchayat has to review periodically the progress of the individual schemes which comprise the village agricultural production plans and evaluate their result so that problems can be identified and correctives applied as quickly as possible.

(v) The higher level Panchayati Raj institutions, in their turn, have a part to play in planning at their respective levels, mobilising resources for the programmes which are within their particular sphere, and making a periodical appraisal of the progress. In addition, they have to provide leadership and drive to the Panchayats in the implementation of the production programmes and should review their work from time to time. Provision of technical support must be their special responsibility, as the major complement of expert staff is available at the block and district levels.

(vi) The Workshop on Safeguards and Incentives has suggested that the Chairman of Zila Parishad and Panchayat Samities, and members of the agricultural production committees of these bodies should take upon themselves personal responsibility for watching the implementation of the various programmes in a group of villages each, to see that the operational schedules are adhered to and the promised supplies and services were made available on time. This, the Workshop felt, would bring them into direct touch with the actual progress of implementation in its concrete form and would help them in reviewing the total progress of the whole area. The adoption of this recommendation would mean that the institutional responsibility of the Panchayati Raj institutions and their committees would be supplemented by the individual responsibility of the members; how to secure this at the field level in a realistic and meaningful manner, requires careful consideration.

An extract from the recommendations of the Workshop on Safeguards and Incentives, relating to mobilisation for agricultural programmes, is given in the *Annexure*.

(ii) Functional Committees of Panchayati Raj Bodies.

In broad terms, the functions and responsibilities of the agricultural committees at the different levels are similar to those of their parent bodies. The Committees have, however, to give far more detailed and continuous

attention to the subjects remitted to their care than the plenary bodies possibly can. Also, the relative flexibility found in the constitution of standing committees, permits them to utilise more effectively the services of progressive farmers and other knowledgeable people in the area for furthering special programmes. The most important requirement, evidently, is that the members of the committee should evince active interest and not allow the work of the committee to be reduced to a formality.

III. Cooperatives

The vital contribution which the cooperatives make in terms of provision of credit, fertilisers, improved seeds, improved implements, marketing processing, etc., are well-known. It is, necessary only to state that, in the village situation, the policies of the cooperatives powerfully affect the measures for mobilisation for production programmes and there has to be close coordination between the panchayat and the cooperatives. The mechanics through which this inter-linking can be provided was discussed at the Annual Conference last year. The lines of action recommended are, by and large, already being pursued in the States; the central issue would seem to be one of stepping up the action.

IV. Associate Organisations

It has been an integral part of the Community Development and Panchayati Raj programmes to mobilise rural youth and women through the promotion of Yuvak and Mahila Mandals and other suitable programmes. Measures for strengthening the youth and women's programme, including provision of an economic core of activity, have been discussed under Agenda item V. It would bear reiteration in the present context, however, that the Panchayati Raj institutions should fully recognise the value of the associate organisations as instruments for mobilisation of important sections of the village community and utilise their services to the maximum extent in the implementation of programmes.

7. While agriculture is, of course, in the forefront, there are other production programmes also which have their own importance and call for mobilisation of the community resources. Thus, for instance, the last Annual Conference emphasised the need for Panchayati Raj institutions to take interest in fostering labour cooperatives, which are intended to help the weaker sections of the community. There is also the broader issue of promoting cooperative agro-industries like poultry, piggery pisciculture, dairy, oil pressing, etc. which help, through diversification of the rural economy, in overall improvement in productivity and generation of higher incomes. Both Panchayati Raj institutions and cooperatives are deeply concerned with these programmes and it is evident that, in future, the importance of these auxiliary programmes must increase further.

8. Besides processing industries some of which have been already referred to, there is considerable scope for establishment of various small scale and other industrial units which would be ancillaries to proximate large industrial centres. It may be recalled in this connection that almost all States have accepted the minimum target of four village industries in each Block. In fact, the target has been reached in eight States. In promoting these industries and organising new ones as well as in providing

possible marketing arrangements in the Fourth Plan, cooperative institutions and Panchayati Raj bodies have a vital role to play. Mention may be made in particular of the possibility of effective organisation of traditional artisans with a view to bringing about technological improvements and providing larger facilities. Whilst cooperatives would constitute the main line of development in the field of handicrafts, there is scope for the organisation of small entrepreneurs engaged in handicrafts into associations with a view to ensuring adoption of improved business standards, control over quality and better conditions for artisans. In this task of mobilisation, again, the role of Panchayati Raj institutions can hardly be over-emphasised.

9. It is implicit in the foregoing account that, whichever the institution, mobilisation has five aspects—

(a) formulation of realistic plans,

(b) effective implementation,

(c) extension of new knowledge on a widespread scale,

(d) promotion of institutional infra-structure, and

(e) evaluation of progress.

10. The Conference may indicate, from these points of view, the further measures which should be taken for more effective mobilisation for production programmes by—

(i) Panchayati Raj institutions,

(ii) their functional committees,

(iii) associate organisations, and

(iv) cooperatives.

ANNEXURE

(Enclosure to Agenda item III)

Extract from the recommendations of the Workshop on Safeguards and Incentives.

(i) The role and responsibility of Panchayati Raj institutions in regard to programmes of agricultural production have been defined in Panchayati Raj legislations only in broad terms. For the sake of pin-pointing responsibility and to avoid ambiguity it is necessary that specific functions and jobs in relation to each Panchayati Raj institutions are listed out in detail in two parts—

(a) those that have to be and can be done by these institutions without outside resources;

(b) those in whose performance these institutions have to depend on outside resources.

An illustrative list of functions under each category should be drawn up in the Ministry and sent to the State Governments who would no doubt prepare detailed lists. Animal Husbandry, Dairying, poultry and fishery programmes should also be taken into account while drawing up these lists of functions.

(ii) A detailed plan of action should be formulated by each Panchayati Raj institution (through its Agricultural Production Committee) in respect of agricultural programmes relevant to its functions as specified above. Precise targets and time schedules should be laid down for each operation. The sources from which various supplies are to be procured, and quantities thereof should also be indicated. If there are difficulties in the matter of godown space for the storage of these requisites special efforts should be made by the Panchayati Raj institutions at that level to hire godown space.

(iii) Having once formulated the plan of action, the progress of its implementation should be reviewed periodically by the Agricultural Production Committee and immediate corrective action should be taken as and when necessary This review should be placed before the meeting of the general body of the institution.

(iv) The Chairmen of the Zila Parishads and Panchayat Samitis and each member of the Agricultural Production Committee of these institutions should take upon themselves the responsibility for watching the implementation of the various programmes in a group of villages, each, to see whether the operational schedules are being adhered to and the promised supplies and services are being made available on time. This would bring them into direct touch with the actual progress of implementation in its concrete form and would help them in reviewing the total progress of the whole area.

(v) A village agricultural production plan should be formulated by the Panchayat for each village. Each member of the Panchayat should be given a specific responsibility for following up the progress of implementation, either in terms of individual programmes or of a group of farms.

Agenda Item IV : TRAINING AND EDUCATION

Beginning from the early years of the Community Development movement, a massive Programme of training has been implemented, which has taken within its purview the entire gamut of workers and leaders, official and non-official, connected with the movement. A network of training institutions has been created, with the National Institute of Community Development at the apex, Orientation and Study Centres, Tribal Orientation and Study Centres, Social Education Organisers' Training Centres and Mukhya Sevikas Training Centres to take care of the intermediate level personnel, and a number of other institutions down the line for training ground level functionaries. With the introduction of Panchayati Raj, the content and coverage of the programme has been augmented to meet the growing needs; in particular, the facilities available for the training of non-officials have been largely supplemented by the establishment of over a hundred Panchayati Raj Training Centres spread all over the country. The training programme encompasses, in addition to officials and elected representatives, village leaders, progressive agriculturists, youth and women workers, etc. The effort thus has been to offer every substantial section of the community connected with the Community Develpoment and Panchayati Raj movements, a measure of training and orientation suited to their requirements.

2. As can be expected, problems of a varied nature arise and have to be reviewed from time to time, in the course of operation of this network of training institutions. At the last session of the Annual Conference on Community Development, the problem, in particular, of better utilisation of the training capacity at the National Institute of Community Development was examined. A study team has been set up to make a comprehensive evaluation of the working of Panchayati Raj Training Centres. The present note seeks to focus attention particularly on some of the important issues relating to the intermediate level institutions *viz.* Orientation and Study Centres, Tribal Orientation & Study Centres, Social Education Organisers' Training Centres and Mukhya Sevikas Training Centres.

3. While the Orientation and Study Centres and Social Education Organisers on Training Centres offer a variety of courses which differ in content and method, they subserve the common objective of turning out persons who understand their individual and mutual roles, have the necessary skills and have developed appropriate attitudes for performing their respective functions. This objective cannot be fulfilled unless the training centres can, as a settled feature of their work, reach out into the field to gather first-hand experience of on-going Programmes, put to test the techniques and skills they seek to impart to the trainees, and undertake current evaluation of different field programmes which underlie Community Development and Panchayati Raj. It is only when class-room teaching is based on first hand knowledge of field conditions that it can be valid and effective. It has, therefore, always been recognised that, unlike purely academic institutions, the training centres must combine with their primary training responsibilities, a measure of direct implementation of

action programmes and concurrent evaluation. Such a combination, it is expected would not only provide new insights to the teaching staff and thereby enhance the quality of training, but also secure to those in-charge of planning and policy-making at the State and national levels, a body of information, gathered by trained and sensitive observers, which would help in assessing results and effecting necessary modifications in programmes.

Review

4. A comprehensive review of the training content, in its entirety at the Orientation and Study Centres, Tribal Orientation Study Centres, Social Education Organisers' Training Centres and Mukhya Sevikas Training Centres was recently made by a series of regional workshops organised by the Ministry, in which heads of the training institutions, State and Central programme administrators and select representatives of Universities and other experts participated. The workshops felt that charges which have since taken place both in the content and context of the Community Development Programme, particularly the increased emphasis on agricultural production and the introduction of Panchayati Raj, required a modified pattern of training courses. Arising out the recommendations of the workshops, a revised pattern of courses has accordingly been instituted already at the various training centres maintained by the Ministry. The Orientation and Study Centres are now expected to conduct, annually 16 general courses for Block Development Officers, selected categories of Extension Officers, district heads of technical departments and Chairmen and Vice-Chairmen of Panchayat Samitis; they offer, in addition, three job courses for Block Development Officers of ten weeks each during the year. The Social Education Organisers' Training Centres, while continuing to run the 6 month's courses for Social Education Organisers also provide two weeks' refresher courses for the more experienced of them. Similarly, the 10½ months' training courses for Mukhya Sevikas and the one month courses for associate women workers continue at the Mukhya Sevika Training Centres; they are now supplemented by a five months' condensed course for Mukhya Sevikas promoted from the ranks of Gram Sevikas. The revised pattern is expected to provide for accelerated coverage of those still requiring initial training and also for a continuous recurring cycle of refresher training.

Utilisation of training capacity

5. It is hardly necessary to stress the point that the training network which has been built up over the years at considerable expense, must be put to optimum use. As it happens, the experience has been one of consistent under-utilisation of tarining capacity at practically all the training centres; indeed, the shortfall in attendance has latterly grown disquietingly worse; the tendency persists even after the introduction of the revised pattern of courses. This will be clear from the statements at *Annexures I & II*. To an extent perhaps, this is the inevitable result of pressing priorities like preoccupation of State Governments and the trainees with the busy crop seasons, pressure of business at the end of the financial year and so on. It is also a fact that considerable numbers in some of the cadres have already received their initial training; some of the other cadres remain persistently under-manned in many States.

6. It may be that it is early to assess the full impact of the revised pattern of courses. The initial trend would, however, seem to indicate that a fresh look is still needed at the overall training programme. Fuller emphasis seems to be called for on the role of the training centres in concurrent evaluation, action research and implementation of field programmes; these alone must infuse vitality to the training programmes and enable it to make its best contribution. Urgent review of the administrative measures for improving utilisation of the training capacity is also necessary.

Administrative Measures

7. The regional workshops gave anxious consideration to the problem of inadequate attendance at the training centres. After making an exhaustive analysis of the reasons, they made definite recommendations for improving the position. These are listed in *Annexure III*. Most of these have already been canvassed with the State Governments and some remedial measures have also been taken in some States. Briefly, the suggestions are :

(a) There should be a Director of Training in every State, functioning under the Development Commissioner and looking after Training, Youth and Women, and Applied Nutrition programmes, and not over-burdened with other responsibilities.

(b) The State Governments may prescribe suitable data to be maintained by the officers concerned, which give ready information about all categories of functionaries, the training courses and those to be deputed.

(c) A standard form deputation order may be devised, which provides for all the administrative implications of the deputation, including temporary arrangements to look after the work of the absentee.

(d) The scheme for creating training reserves should be fully implemented.

(e) The courses should be so framed as to avoid busy agricultural seasons.

8. The shortfall in attendance is most marked in the job courses of Blocks Development Officer as can be seen from *Annexure I & II*. This is somewhat disconcerting when viewed against the fact that, as of March, 1965, there were as many as 676 untrained Block Development Officers in position in the different States and that there is, in addition, a constant turnover, which adds to the untrained proportion. The regional workshops suggested an additional measure which, apart from its other benefits, has a direct bearing on the utilisation of seats at the job courses of Block Development Officers. This is regarding the prescription of a departmental examination for Block Development Officers. The Workshops recommended that the pre-training field apprenticeship of freshly recruited Block Development Officers, followed by the common course of job training for them and their colleagues coming on promotion or long-term deputation, should culminate in a departmental examination for all. Such an examination would serve a number of purposes. It would provide an independent test of the professional knowledge of Block Development Officers, help in evaluating the benefit derived by them from training, and serve to bring out the indispensable character of the training programme. Departmental

examinations already form part of the established procedure for examining the fitness of officers belonging to stabilised cadres. Even though the cadres of Block Development Officer have not yet fully stabilised, the Workshops felt that, now that the country was covered by the Community Development programme, and the manpower deployed on a country-wise basis, the time had come to provide for regular departmental examinations for Block Development Officers. Indeed such a system is already in vogue in States like Uttar Pradesh, Bihar and Madras. The Workshops recommended its adoption by all States and suggested an outline of the scheme of departmental examination, which may be seen at Annexure IV.

9. The Conference may examine these and other suggestions contained in *Annexures III & IV*, review the steps taken in the different States and indicate the further action necessary.

Role of Training Centres—A New Emphasis

10. As mentioned earlier, it has been recognised from the outset that the training centres must attempt constantly to improve the quality of their teaching, by testing, the validity of their precepts on the field of action and, in the process, serve also as the eyes and ears of Government in keeping watch over the effectiveness of the programmes and the trends of change. The correlation of different aspects of the training with a variety of practicals has consequently always marked the planning of courses at the training centres. As a further step in the same direction, the Five Village Scheme was introduced a few years ago with the triple aim of keeping the trainers in touch with the changing field situations and serving them as a laboratory for testing the efficacy of extension techniques, providing opportunities for field work to the trainees, and enriching the training courses with case studies and significant lessons having a bearing on practical action. This apart, the training centres have been participating in all India Studies coordinated by the National Institute of Community Development, besides carrying out short term local research studies focussed on operational problems, under the general guidance of the National Institute; some of them have also taken up studies on their own.

11. The question to which urgent attention has now to be paid is whether, in the light of the experience, the time has not come to give an even more broad-based field orientation to the entire training programme. It has to be seen whether the legitimate expectation that the training institutions will offer training of high quality and act as focal points for feed-back of sensitive data to the planners and administrators, calls for a more intimate link between the training centre and the field. The positive experience of the Five Village Scheme would seem to point to the need for giving to the training centres a wider field of operation, such as would enable them to get a sufficiency, diversity and continuity of field insights and equip them the better to meet the requirements of the many different categories of trainees. One of the key features in the revised scheme of training courses referred to earlier, is the inbuilt flexibility to suit the requirements of individual States and specific categories of functionaries. This makes it all the more necessary, if training is really to serve its purpose, that the teaching staff of the centres acquire as wide a range of field experiences as possible. It is therefore necessary to examine how effectively and usefully, training and action responsibilities can be further welded together for mutual strength and support

12. It may be noted that even as it is, the schedule of courses in the training centres leaves some free time for the staff to take up field work and short term research studies. With the increased flexibility which has now been introduced in the revised scheme of courses, it should not be difficult with further necessary readjustments to find more time, if necessary, to enable the staff to take up additional action and research responsibilities.

13. In what follows, an effort is made to examine in specific terms the manner in which a more effective link between the training centre and the action programme might be forged.

(a) *Action Research*

Many of the training centres have, as described earlier, been carrying out research studies centred on action programmes. Also, training in research methodology has been made an integral part of the trainers training courses conducted at the Instruction Wing of the National Institute of Comumnity Development, in which the Instructors from the intermediate level training centres participate. The range of action research undertaken by the Centres has, however, so far been relatively limited.

The geographical dispersal of the training centres over all parts of the country and the availability, at these centres, of trained personnel who can act as investigators, already provides a basic network to carry out action research studies embracing nation-wide cross-sections. Such studies, oriented to current programme priorities, can provide valuable information to the Ministry, State Governments and others interested. The Orientation and Study Centres and Social Education Organisers' Training Centres, in particular, can play a useful role; under their inititative, the staff of other training institutions and even other educational institutions, can be usefully involved in carrying out studies; the centres can also draw upon the research talent available in nearby Universities, providing, on their own part, some considerable field background; a fruitful cross-fertilisation of expertise and experience can thus result.

No particular additional resources are necessary. Time, as mentioned earlier, could be found for carrying out such studies by readjustment in the schedule of training courses. In terms of staff and organisation, what is required is to make a concerted effort, marshalling the resources available in the training centres, eudcational institutions and Universities. Possibly, the centres may have to be provided a greater measure of guidance by the National Institute of Community Development. With the imminent conversion of the National Institute of Community Development into an autonomous body and the plans already afoot to strengthen the academic staff of the Institute, it should not be difficult to provide this additional support.

(b) *Special Programme*

There are already several special programmes in operation in selected blocks, such as the Applied Nutrition Programme, Rural Works, Programme and projects for intensive commodity production. Naturally, these call for concentrated effort in the selected blocks. The staff at the training centres can share in this effort and provide definite support to the block staff. They

can assist in carrying out fact-finding studies; with their better knowledge of techniques, they can even assist in implementation and thereby augment the fund of skilled manpower which can be drawn upon for execution of programmes. It follows that, in selecting blocks to carry out such special programmes, the State Governments should give priority to the Blocks in which the training centres are situated.

The steps suggested above can, as has been explained in regard to action research, also be taken without undue detriment to the training responsibilities of the centres.

(c) *Integrated Planning*

As decided at the last Annual Conference, pilot districts are being selected in each State for formulating comprehensive integrated district plans, based on purposive and intensive techno-economic surveys and providing for coordinated growth of local areas. It may be recalled that the Conference recommended *inter alia* that research institutions should be associated in the process as far as possible, and that planning wings might be created at the district level to be incharge of the surveys and to take up such other projects as might be relevant to the process of plan-making. There are, functioning at present, 12 Orientation and Study Centres and an equal number of Social Education Organisers' Training Centres spread roughly at the rate of one each in every State. Most of these institutions already have some basic grounding in action research and are likely to play an increasingly active role in this direction in future, specially if the proposals in the earlier paragraphs are accepted. Also, the training centres get a continuous inflow of information on current problems and are in turn ideally placed to impart knowledge of the principles and techniques of local planning through the successive batches of seasoned participants they receive in the courses. It seems clear therefore that the Centres can play a significant role in the preparation of comprehensive district plans. They can assist in the preparation of the plans, in the carrying out of benchmark surveys and evaluative studies, in the mapping of trends of social change and in the identification of factors which influence economic growth. They can also take part in the implementation of special projects and follow-up surveys, the need for which may arise in the course of plan execution. It is therefore for consideration whether, for facility, at least one of the pilot districts selected in each State for integrated area planning should not be that in which the Orientation and Study Centre or a Social Education Organisers' Training Centre is located.

As might be recalled, the proposals placed before the last Annual Conference regarding preparation of integrated district plans envisaged, among other possibilities, a link between the planning wings to be created at the district level and the training centres. In case the selected pilot district has, as suggested above, one of the appropriate training centres, it would seem that location of the planning wing at the Centre would afford optimum benefit, as this would permit a pooling of the additional project resources and staff provided with that already available at the Centre and would thereby strengthen the planning machinery in the district. Needless to say, the association of the teaching staff from the centres with the planning process in its varied aspects will also be reflected in improvement in the quality of training.

(d) *Attachment of Blocks*

The suggestions in (h) and (c) above relate to specialised facets of the programme of rural development. A further question arises, therefore, whether the training centres should not take on added responsibilities even in regard to what may be described as the normal programme of Community Development and Panchayati Raj. As mentioned earlier, the Five Village Scheme, which was really in the nature of a pilot experiment, is a pointer towards the value of expansion of their action responsibility by the training centres. Specifically, it has to be considered whether, in order to give the trainers a sufficiently wide area to test new techniques and gain field knowledge, a whole block may not, with advantage, be attached to the training centres, instead of just five villages as at present. Such instances exist even now in respect of some of the Gram Sevikas Training Centres. It is not suggested that the Principal of the Centre should be made full-time Block Development Officer of the Block, as he would not for obvious reasons, be able to function also as Chief Executive Officer of the Panchayat Samiti. But a more active association between the Centre and the block can be achieved in several other ways. The Principal can be coopted as a member of the appropriate standing committees of the Samiti, and he may, by convention, be invited to attend the meetings of the Samiti. The Principal and his colleagues in the Centre could provide constant advice and guidance to the Block Development Officer and his extension team. Indeed, the State Government might lay it down by executive instructions that in all important matters, the advice of the Principal would be taken by the Block Development Officer. The staff of the training centres can take the initiative in clearing hurdles which may lie in the way of timely supplies and services. With the active involvement of the staff of the Centres, extension education among the village people can be greatly strengthened. Where suitable conditions exist, the training centres can even assume responsibility for implementation of specific programmes and projects through their staff and trainees.

It has been one of the accepted principles of the Five Village Scheme that the programme in these villages must be carried out with resources normally available to the block and that the staff of the training centres should be able to demonstrate in these villages how, even within the general budgetary and other limitations of the block, optimum results can be obtained. The same principle should hold true even if an entire block is attached to a Centre and there should be no occasion for additional allocation of funds. Indeed, the whole purpose of such an experiment would be to set up proto-type Blocks, as it were, which could be copied elsewhere.

14. The Conference may consider:

(a) measures for ensuring full attendance at training centres, and

(b) the manner in which the training centres can be vitalised by entrusting action programmes and concurrent evaluation to them.

ANNEXURE I

[Enclosure to Agenda Item IV]

Statewise Utilisation of seats at Training Centres

(A) Orientation and Study Centres—Orientation/General Courses

Serial No.	Name of the State	Orientation Courses 1963-64 Seats Allotted	Orientation Courses 1963-64 Seats Utilised	Orientation Courses 1963-64 Utilisation percentage	Orientation Courses 1964-65 Seats Allotted	Orientation Courses 1964-65 Seats Utilised	Orientation Courses 1964-65 Utilisation percentage	General Courses (3 courses) 1965-66 Seats Allotted	General Courses (3 courses) 1965-66 Seats Utilised	General Courses (3 courses) 1965-66 Utilisation percentage
1	2	3	4	5	6	7	8	9	10	11
1.	Andhra Pradesh	177	107	60	78	58	74	66	59	89
2.	Assam	93	44	47	96	18	14	133	41	31
3.	Bihar	205	92	46	251	73	30	185	57	31
4.	Maharashtra	277	219	80	361	257	70	193	102	53
5.	Gujarat	123	79	64	120	38	32	80	53	66
6.	Jammu and Kashmir	16	..	..	22	11	50	5	3	60
7.	Madhya Pradesh	169	95	55	132	91	69	149	20	14
8.	Madras	163	50	30	108	22	20	35	..	..
9.	Orissa	206	134	65	154	83	55	200	41	21
10.	Punjab	169	97	57	212	72	34	148	27	18
11.	Mysore	223	120	55	165	112	70	103	60	58
12.	Rajasthan	181	96	53	207	60	30	55	19	35
13.	Kerala	163	108	66	152	85	57	82	67	82
14.	Uttar Pradesh	185	127	68	166	106	62	105	70	67
15.	West Bengal	171	71	41	189	76	40	149	56	38
	TOTAL	2521	1439	57	2413	1157	48	1688	675	40

ANNEXURE I—(*Contd.*)

[Enclosure to Agenda Item IV]

(B) Orientation and Study Centres—Job Courses of Block Development Officers

Serial No.	Name of the State	1963-64 (3 courses)			1964-65 (3 courses)			1965-66 (1 course)		
		Seats Allotted	Seats Utilised	Utilisation percentage	Seats Allotted	Seats Utilised	Utilisation percentage	Seats Allotted	Seats Utilised	Utilisation percentage
1	2	3	4	5	6	7	8	9	10	11
1.	Andhra Pradesh	84	44	52	44	14	32	12	7	58
2.	Assam	35	21	58	30	..	..	17	1	6
3.	Bihar	98	61	60	112	28	25	26	8	31
4.	Gujarat	39	19	48	45	24	53	9	4	44
5.	Jammu and Kashmir	15	..	..	22	19	86	2	..	..
6.	Kerala	68	24	35	59	26	43	23	43	177
7.	Madras	40	36	90	39	11	28	8	..	..
8.	Mysore	75	33	44	34	5	15	..	..	..
9.	Madhya Pradesh	50	21	42	50	41	82	35	5	14
10.	Maharashtra	56	37	66	63	38	60	29	20	67
11.	Orissa	143	109	76	105	73	69	35	3	8
12.	Punjab	42	25	60	62	26	40	10	1	10
13.	Rajasthan	71	30	42	69	19	27	20	4	20
14.	Uttar Pradesh	..	..	..	15	2	14	..	3	..
15.	West Bengal	101	55	54	99	45	44	25	11	44
	TOTAL	918	515	56	848	391	46	251	110	44

ANNEXURE I—(*Contd.*)

[Enclosure to Agenda Item IV]

(C) Social Education Organisers' Training Centres—Job Courses of Social Education Organisers

Serial No.	Name of the State	1963-64			1964-65			1965-66		
		Seats Allotted	Seats Utilised	Utilisation percentage	Seats Allotted	Seats Utilised	Utilisation percentage	Seats Allotted	Seats Utilised	Utilisation percentage
1	2	3	4	5	6	7	8	9	10	11
1.	Andhra Pradesh	40	37	87	8	4	50	9	8	89
2.	Assam	15	12	80	15	11	73	18	11	61
3.	Jammu and Kashmir	20	16	80	20	..	..	20	17	85
4.	Madhya Pradesh	15	12	80	20	9	45	21	10	48
5.	Madras	8	8	100	30	29	97	30	22	73
6.	Maharashtra	45	40	89	28	18	61	20	5	25
7.	Gujarat	..	..	..	30	13	43	10	9	90
8.	Mysore	54	52	96	..	..	..	..	..	..
9.	Punjab	15	15	100	2	1	50	15	9	60
10.	Orissa	..	..	..	..	..	..	25	26	104
11.	Uttar Pradesh	100	83	83	90	85	94	35	28	80
12.	Rajasthan	..	..	..	120	86	71	Course will be held in Oct. 1965		
13.	West Bengal	17	15	88	33	28	85	16	16	100
14.	Bihar	..	..	..	..	..	..	..	..	..
15.	Kerala	..	..	..	80	78	97	40	40	100
	TOTAL	329	290	88	476	362	76	259	201	7

ANNEXURE I—(*Contd*).

[Enclosure to Agenda Item IV]

(D) Mukhya Sevikas Training Centres—Job courses of Mukhya Sevikas

Serial No.	Name of the State	1963-64			1964-65			1965-66
		Seats Allotted	Seats Utilised	Utilisation percentage	Seats Allotted	Seats Utilised	Utilisation percentage	
1	2	3	4	5	6	7	8	9
1.	Andhra Pradesh	35	36	103	40	36	85	The course will commence from 15-9-1965.
2.	Assam	9	8	89	20	9	45	
3.	Bihar	16	11	69	9	3	33	
4.	Gujarat	29	15	52	13	6	46	
5.	Kerala	10	7	70	10	6	60	
6.	Madhya Pradesh	17	6	35	20	4	20	
7.	Madras	40	37	93	7	4	57	
8.	Mysore	10	9	90	2	2	100	
9.	Maharashtra	22	8	36	20	7	35	
10.	Orissa	70	57	81	30	17	56	
11.	Punjab	40	29	73	40	27	67	
12.	West Bengal	24	19	80	20	17	85	
13.	Uttar Pradesh	80	53	66	80	74	92	
14.	Rajasthan		POST	ABOLISHED				
	TOTAL	402	295	71	311	212	68	

ANNEXURE II

[Enclosure to Agenda Item IV]

Centres Utilisation of Training Capacity

(A) Orientation and Study Centres—Orientation/General Courses

Serial No.	Name of the Centre	Orientation Courses 1963-64 Capacity	Orientation Courses 1963-64 Seats Utilised	Orientation Courses 1963-64 Percentage	Orientation Courses 1964-65 Capacity	Orientation Courses 1964-65 Seats Utilised	Orientation Courses 1964-65 Percentage	General courses (3 courses) 1965-66 Capacity	General courses (3 courses) 1965-66 Seats Utilised	General courses (3 courses) 1965-66 Percentage
1	2	3	4	5	6	7	8	9	10	11
1.	Nilokheri	180	111	62	180	80	44	180	59	33
2.	Rajendranagar	180	168	93	180	85	47	180	81	45
3.	Bakshi-ka-Talab	180	159	88	180	113	63	180	48	27
4.	Udaipur	180	97	54	180	50	28	180	42	23
5.	Mysore	180	166	92	180	122	68	180	87	48
6.	Junagadh	180	153	85	180	135	75	180	73	41
7.	Kalyani	180	188	88	180	106	59	180	71	40
8.	Bhavanisagar	180	141	78	180	112	62	180	51	28
9.	Jabalpur	180	157	87	180	154	86	180	65	36
10.	Ranchi	180	130	72	180	105	58	180	60	33
11.	Bhubaneswar	..	..	..	120	70	87	180	75	42
	TOTAL	1800	1440	80	1920	1132	59	1980	712	36

ANNEXURE II (*Contd.*)

[Enclosure to Agenda Item IV]

(B) Orientation and Study Centres—Job Courses of Block Development Officers

Serial No.	Name of the Centre	1963-64 (3 courses)			1964-65 (3 courses)			1965-66 (1 course)		
		Capacity	Seats Utilised	Percentage	Capacity	Seats Utilised	Percentage	Capacity	Seats Utilised	Percentage
1	2	3	4	5	6	7	8	9	10	11
1.	Nilokheri	60	23	38	60	34	57	20	..	..
2.	Rajendranagar	60	66	110	60	44	78	20	11	55
3.	Bakshi-ka-Talab	60	56	93	60	85	58	20	..	..
4.	Udaipur	60	25	42	60	12	20	20	12	60
5.	Mysore	60	43	72	60	24	40	20	27	135
6.	Junagadh	60	53	92	60	51	85	20	..	..
7.	Kalyani	60	100	167	60	59	98	20	12	60
8.	Bhavanisagar	60	70	116	60	16	27	20	24	120
9.	Jabalpur	60	29	48	60	31	52	20	15	75
10.	Ranchi	60	86	142	60	60	100	20	15	75
11.	Bhaubaneswar	..	..	..	40	30	75	20	7	35
	TOTAL	600	551	92	640	396	62	220	123	56

ANNEXURE II—(*Contd.*)

[Enclosure to Agenda Item IV]

(C) Social Education Organiser's Training Centres—Job Courses of Social Education Organisers

Serial No.	Name of the Centre	1963-64			1964-65			I) 65-66		
		Capacity	Seats Utilised	Percentage	Capacity	Seats Utilised	Percentage	Capacity	Sats Utilised	percentage
1	2	3	4	5	6	7	8	9	10	11
1.	Belurmath	50	36	72	50	26	52	50	33	66
2.	Coimbatore	40	39	92½	40	33	82½	40	32	80
3.	Gargoti	40	37	92½	40	23	57½	40	17	42½
4.	Gandhigram	40	42	105	80	78	97½	40	40	100
5.	Nilokheri	50	58	116	50	20	40	50	32	64
6.	Bakshi-ka-Talab	40	35	87½	80	78	97½	40	32	80
7.	Sriniketan	40	26	65	40	27	67½	40	30	75
8.	Udaipur	40	23	57½	120	86	71	Course will commence in Oct. '65		
	TOTAL	340	297	587	500	371	74	300	216	72

ANNEXURE II—(*Contd.*)

[Enclosure to Agenda Item IV]

(D) Mukhya Sevikas Training Centres—Job courses of Mukhya Sevikas

Serial No.	Name of the Centre	1963-64			1964-65			1965-66
		Capacity	Seats Utilised	Percentage	Capacity	Seats Utilised	Percentage	
1	2	3	4	5	6	7	8	9
1.	Allahabad	50	36	72	50	36	72	The course will commence from 15-9-1965
2.	Bakshi-ka-Talab	40	36	90	40	39	97½	
3.	Coimbatore	40	39	97½	40	18	45	
4.	Gandhigram	40	42	105	40	21	52½	
5.	Baroda	40	21	52½	40	8	50	
6.	Laxmisagar	40	39	97½	40	20	50	
7.	Gargoti	40	26	65	40	14	35	
8.	Indore	40	20	50	40	14	35	
9.	Sriniketan	40	31	77½	40	26	65	
10.	Udaipur	40	18	45	40	19	47½	
	TOTAL	410	308	75	410	215	52	

ANNEXURE III

[Enclosure to Agenda Item IV]

Suggestions of Regional Workshops for better utilisation of Training Capacity

Detailed below are the more important causes for inadequate utilisation of available training capacity along with suggestions for improvement:

Reason 1

Sometimes even the most important training schemes are taken in a routine manner.

Suggestions

(i) There is need for greater involvement of the State Government officers in the training programme. This needs to be done at all stages—thinking, planning and management.

(ii) The Ministry of Community Development should be represented on the State Level Coordination Committees. When the Ministry cannot send an officer to attend the meeting, it may ask the Principal of the Orientation and Study Centre or Director of Social Education Organisers' Training Centre to attend on their behalf.

(iii) Some of the meetings of Managing Boards may be held by turns at the headquarters of the different participating States. This would help in creating more interest in the State authorities in training schemes.

(iv) Heads of training institutions should build close links with State officials in charge of training, so that the latter have a better idea of training requirements and utilisation of seats.

Reason 2

The fact that training can make a substantial difference in the efficiency and effectiveness of development functionaries is not as fully appreciated as it should be.

Suggestion

It would be useful to prove through research findings the exten which trained functionaries are more effective than untrained ones.

Reason 3

Officers in charge of training at State headquarters are freq entrusted with other heavy responsibilities; they are not able to give training programme the attention it deserves. There is sometimes ordination amongst the officers responsible for deputing different cate of personnel for training. The problem is accentuated when orders dep persons for training are issued at several levels—State, divisional and dis

Suggestion

There should be a Director of Training in every State. He should function under the Development Commissioner, look after all the training programmes and not be over-burdened with other responsibilities.

Reason 4

The officers responsible for deputing functionaries for training do not always have up-to-date records giving course-wise details of those trained and those still due for training.

Suggestion

State Governments may prescribe suitable registers to be maintained by officers who have to issue orders for deputation. The register should give ready information about all categories of functionaries and all training courses.

Reason 5

Sometimes orders for deputation do not specify substitute arrangements as also the posting of officers on return from the Training, with the result that the officers deputed are reluctant to proceed and the superior officers reluctant to release them for training.

Suggestions

(i) Detailed instructions from the State Governments to the officers concerned, always to specify these arrangements while deputing staff for training, are necessary. It may be of help to prescribe a form in which deputation orders should be issued.

(ii) Alternative nominees for training from the same district should be asked to keep ready, so that if, for unavoidable reasons, the principal nominee is unable to go, his alternate can proceed for training without delay.

Reason 6

Functionaries selected for training sometimes do not receive notice for training well in time. They try to back out for obvious reasons.

Suggestion

Drawing up of a calendar of courses and allotment of seats for a year in advance should obviate such inconvenience, if the heads of training institutions and the State Directors of Training persue the matter vigorously well ahead of the training courses.

Reason 7

Most of the State Governments do not have a training reserve and therefore find it difficult to spare their officers.

Suggestion

State Governments may be persuaded to implement the scheme for training reserves.

Reason 8

The calendar of courses some times overlaps the busy agricultural seasons, when the State Governments would not like to send officers and office-bearers, and they would not like to leave, for training.

Suggestion

The calendar of courses should be so framed as to be clear of avoidable overlap with busy agricultural seasons.

Reason 9

Long duration courses create special problems for non-official participants.

Suggestion

Some of the 15 days General Courses should be organised primarily for office-bearers.

Reason 10

When medium of instruction is English, many non-officials get debarred from participating in the course.

Suggestion

In the special courses suggested above, the medium should be the regional language.

Reason 11

Many non-officials elected to responsible office feel that they already have the necessary knowledge and equipment for discharging their functions and consider training superfluous.

Suggestion

Members of Government and other dignitaries, and key officers and office-bearers at State, divisional and district levels should be involved in th training. They may be invited to inaugurate a course or give a valedicto address, deliver talks and participate in discussions, as at semina syndicates etc.

ANNEXURE IV

[Enclosure to Agenda Item IV]

Outline Scheme of Departmental Examinations for Block Development Officers

I. The scheme would cover all persons:

(a) Recruited directly or on regular promotion as Block Development Officers, and

(b) Deputed on long-term basis to work as such.

It need not apply to those deputed or promoted to serve as Block Development Officers for short periods of a year or so.

II. As for (a),

(i) There would be the usual departmental examination, relevant to the functions of the B.D.O., to be conducted by the competent authority in the State (as in U.P.)

(ii) Completion of the prescribed institutional training for B.D.Os would be a pre-condition for eligibility to take the examination.

(iii) Success at the departmental examination would be stipulated as a condition for earning the next annual increment.

As for (b),

(i) A paper on Community Development and Panchayati Raj should be introduced, where such a system does not already obtain, in the departmental examination prescribed for the respective parent cadres from which officers of equivalent or higher status are liable to be drafted as Block Development Officers.

(ii) On deputation, the officers should be given full institutional training prescribed for B.D.Os, except where such training has been given as part of some general training programme prior to the deputation.

III. The departmental examination envisaged for Block Development ...cers would be in two parts:

(a) with books,

(b) without books.

... In order that the linking of annual increment to the departmental ...ination may not cause undue hardship, the examination would be held ... every six months. The candidate would have the option to offer him... or training and examination during any half year, provided that the ... Government may require him to undergo the training at any time after ...osting as Block Development Officer.

Agenda Item V : YOUTH AND WOMEN

The importance of developing an effective Programme for rural youth and women to encourage their participation in developmental activities in rural areas, to provide opportunities for creative expression of their desires and needs and to foster purposeful group effort through associate organisations of the Panchayati Raj Institutions, has been well recognised. As might be recalled, the Annual Conference on Community Development held at Hyderabad in 1961 laid down detailed guidelines for the youth and women's Programme. These provided for recreational, cultural, social and economic activities. Since then, the Programme has registered an appreciable growth, and according to the reports available, 1,19,718 Yuvak Mandals and 61,624 Mahila Mandals, with a membership of about 23 and 13 lakhs respectively, were functioning during the year 1964-65; State-wise details are in the *Annexure*.

2. A number of steps have recently been taken to strengthen the Programme. In the Ministry's letter No. 12/10/64-Trg. II, dated 23rd March, 1964, the State Governments were requested to make maximum use of Yuvak and Mahila Mandals in production activities, specially in Applied Nutrition Programme Blocks. Thereafter, a Programme of intensive development of Youth and Women's organisations, not only in Applied Nutrition Programme Blocks but also in Blocks having Programmes for intensive fishery and poultry development, was worked out in consultation with the Ministries and other agencies concerned. This was spelt out in the Ministry's letter No. 16/15/64-Trg. II dated 22nd December, 1964 addressed to the State Governments. It was suggested that while the general Programme of cultural, recreational and social activities should continue, efforts should be made to derive maximum benefit in some thousand selected Blocks, from the intensive Programmes of vegetable cultivation, fishery and poultry, to organise and strengthen economically-oriented group activities through Yuvak and Mahila Mandals. As an incentive for the economic activities of these organisations, assistance to the extent of Rs. 1,700 per Mahil Mandal and Rs. 500 per Yuvak Mandal has been provided by UNICE for 2,200 Mahila Mandals and 1,100 Yuvak Mandals on the basis of Mahila Mandals and 5-6 Yuvak Mandals per Applied Nutrition Program Blocks.

3. The Fourth Plan proposals postulate further increase in emphasis o Youth and Women's Programme. Besides expanded opportunities fo training of youth and women workers, they envisage grant of awards for moting economic activities to Yuvak and Mahila Mandals, based c assesment of their competence and performance. The Youth and Wo Programme will also benefit from the general intensification of sul matter schemes during the next Plan period. For instance, the Ap Nutrition Programme alone, in which Yuvak and Mahila Mandals important roles to play, is likely to cover some thousand additional Blc

Review of the present situation.

4. While it is gratifying to note that the Youth and Women's Programme has grown considerably in size, with prospects of further progress in the coming years, it has to be admitted that the level of performance has remained uneven. The process of consolidation, which the Annual Conference on Community Development held in 1963 emphasised, has not yet gained adequate momentum. Many of the Yuvak and Mahila Mandals still indulge, if at all, only in sporadic activities. Recreational, social and cultural activities remain the core of their work. The concentration of effect on economic activities, especially those which require group action, is still far to seek. Even in terms of training, there has not generally been enough of sustained response. While States like Uttar Pradesh and Maharashtra have succeeded in organising all the training camps and courses scheduled for youth and women workers, the same cannot be said of the position elsewhere. Against the total background of the effort which is being made for rural development, the youth and women's organisations have yet to begin to measure up to all their promise.

Factors affecting the programme

5. Experience in some of the areas, for instance in Uttar Pradesh and Orissa, where Youth and Women's Programmes are being more effectively pursued, shows that there are several factors, which make for success of the Programme. These could be summed up as below:—

(a) While the actual Programmes to be implemented may be selective, consistant with the possibilities in the given location, there should be wide enough range of activities to choose from. It is in this context that economic activities acquire the greatest significant.

(b) The continued presence and availability of an extension officer each for the Youth and Women's Programmes, for whom there should be the major responsibility, is indispensable for fostering the growth of youth and women's organisations. This functionary must look after the training programmes for local workers, provide constant guidance to them and ensure that they get adequate and timely support from the Block organisation. It is equally essential for these Community Programmes that all the other members of the Block organisation also make it their particular business to extend, under their own special programmes, maximum support to the youth and women's organisations.

(c) To care and interest which Panchayati Raj Institutions take in the promotion and growth of youth and women's organisations powerfully affects their progress.

(d) There is real need for providing financial assistance to maintain continuity of the Programme.

(e) Incentives should also be offered in the form of allotment of agricultural land, competitions and suitable awards, study tours and the like.

(f) The formation of federal units of Yuvak and Mahila Mandals at appropriate levels would add to the strength of the movement and encourage the constituent organisations to function more effectively.

(g) There should be systematic Programmes for training leaders and workers.

(h) There should be a regular system of progress reports, evaluation and follow up.

Suggested approach

6. While each of the above factors, no doubt, has its own importance, it goes without saying that overall success of the Youth and Women's Programme must depend on the extent to which integrated action is taken in relation to them all. Based on the field experience in successful areas, an attempt is made, in what follows, to indicate for the consideration of the Conference, the approach and the issues that arise, with a view to further intensification of the Youth, and Women's Programme.

Programme content

7. Providing a Programme content, which can sustain interest over an extended period, has naturally to be given the first priority. It has been found in practice that recreational, cultural and social activities provide an initial motivation for the members of youth and women's organisations to get together, but this does not provide an adequate base for sustained work. The activities soon become fitful, if indeed they do not altogether wither away. Unless the Programme of these organisations is built around an economic core, it is scarcely likely that they would get stabilised. While the choice of the specific economic activity will necessarily depend on the interests of the members and the local conditions, the variety of permissible Programmes should be sufficiently diverse to meet different kinds of situations. That is the primary reason for the emphasis laid in the Ministry's communications of 23rd March and 22nd December, 1964 on specific economic activities for youth and women's organisations. These letters also indicate how advantage can be taken of existing traing programmes by members of Yuvak and Mahila Mandals to acquire skills to carry on their economic activities.

8. The Conference may consider:

(a) how far advantage has been taken of the facilities available to Yuvak and Mahila Mandals under the programmes for Applie Nutrition, intensive development of poultry and fishery a village industries;

(b) how best can the existing arrangements be geared more full maximum participation of Yuvak and Mahila Mandals in Programme of Applied Nutrition Programme, poultry, fis vegetable and fruit cultivation and village industries i blocks selected.

Personnel

9. As important for success as the Programme content, is the admi tive organisation. It is, therefore, difficult to see how, in the abser the Social Education Organiser and the Mukhya Sevika, or even the Sevika for that matter, the Block organisation can effectively promot Programme. There has been a tendency in recent years in some States to abolish these posts or even to combine their functions with thos

certain others, without necessarily adding to the effectiveness of any of them. The consequence of such measures on the Youth and Women's Programme cannot but be viewed with concern. Experience in Uttar Pradesh indicates that where the services of a Mukhya Sevika, two Gram Sevikas and ten Gram Lakshmis are provided systematically in the Block, with adequate supervision by the higher level staff, the Programmes of Mahila Mandals and Balwadis go steadily forward. Similar is the case in Orissa where every extension officer in the block administration—besides the Social Education Organiser, the Mukhya Sevika and the Gram Sevika—is required to associate himself with the promotion of the Applied Nutrition Programme through youth and women's organisations.

10. The support for the Youth and Women's Programme has to flow from the higher echelons of the administrative and technical heirarchies. Arising out of the recommendations of the last two Annual Conferences, most States have agreed to place a common officer of the rank of Deputy Secretary in-charge of the Youth and Women's Programme, Applied Nutrition Programme and Training at the State headquarters. It is heartening to find that, by and large, this arrangement has taken concrete effect. But the position is not equally happy at the lower levels, where the value of involving youth and women's organisations in suitable Programmes to the maximum extent is not always fully appreciated.

11. The Conference may consider:—

(a) how best the necessary administrative and technical support can be provided for the Youth and Women's Programme at

(i) the block level and

(ii) the district and regional levels; and

(b) how to ensure administrative supervision and coordination at the district and the State levels.

Role of Panchayati Raj Institutions

12. The statute in most States makes it a function of the Panchayati Raj Institutions to promote the welfare of youth and women. The mutual and complementary role of the Panchayati Raj Insitutions and the associate organisations of youth and women have also been emphasised on several occasions. It is being increasingly recognised that while vast responsibilities have een cast on the Panchayati Raj Institutions, there are inherent limitations t by their statutory character on the effectiveness with which they can, aided by other voluntary agencies, perform welfare functions. It is in this ntext that organisations of rural youth and women become important; their untary character makes for flexibility in the scale and range of operations. ese associate organisations depend, at the same time, for their effectiveness the goodwill and support shown by the Panchayati Raj Institutions, not in financial terms or in the shape of representation on appropriate com-ees, but, what is even more important, on the extent to which these nisations are made use of to carry out community welfare Programmes. is, the extent to which the village Panchayat takes interest in the work he Yuvak and Mahila Mandals in the village is bound to determine, in rge measure, the quality of performance of these organisations. Similar-periodical reviews by the Panchayat Samitis and Zila Parishads would a long way in encouraging the further growth of the Youth and Women's ogramme.

13. The Conference may consider the extent to which Panchayati Raj Institutions can help in the promotion of:—

(i) programmes for youth and women; and

(ii) other programmes through the Yuvak and Mahila Mandals.

Provisions of Funds

14. Following the Emergency, an appreciable curtailment of funds available for the Social Education Programme, with a concomitant reduction in the activities of Yuvak and Mahila Mandals, has been noticed. The explanation generally offered is that additional moneys have been diverted towards agricultural Programmes. This situation seems to have arisen from some misapprehension about the spirit of the instructions which were issued by the Ministry in letter No. 3/15/62-Bud. dated 10th December, 1962 to provide additional funds for agricultural Programmes. The instructions laid an embargo chiefly on new building activities and did not necessarily call for a wholesale reduction of funds for social welfare Programmes. Secondly, it has laways been clear that activities connected with agriculture, animal husbandry and similar other sectoral Programmes constitute an important part of the Programme of Yuvak and Mahila Mandals. In fact, the experience in areas where the youth and women's Programmes have been vigorously taken up, goes to show that Yuvak and Mahila Mandals can and do secure significant assistance not only from the Block budget, but also from provisions made under other special schemes.

15. The Conference may consider how resources may be secured for the promotion and maintenance of youth and women's organisations:—

(a) from the Block budget;

(b) from the budget of technical departments like agriculture, animal husbandry, rural industries etc;

(c) from Panchayati Raj Institutions, and in particular Panchayats; and

(d) by internal mobilisation by members of the Yuvak and Mahila Mandals.

Incentives

16. For the organisations of youth and women, incentives can take form of allotment of land for group agricultural activities, allotment of fu for economic activities, award of prize, holding of rallies, educational t and so on. Some of these which have already been tried in different St have proved distinctly fruitful. In Uttar Pradesh, for instance, organisa of annual rallies and competitions has provided an impetus to the Program Similarly, in Orissa, a scheme of prize competitions for Yuvak and Ma Mandals has been introduced since 1962-63, in which the performance these institutions in various fields is assessed and a quantitative measure level of performance arrived at for the grading of the organisations. T experiment is reported to have produced encouraging results.

17. As already mentioned, the Applied Nutrition Programme, which is already in operation in many States, offers substantial monetary assistance to Yuvak and Mahila Mandals; so also is there scope for assisted activity under the schemes for intensive development of fishery and poultry and the rural industries Programme. There is proposed, in addition, a much wider scheme in the Fourth Plan for grant of awards to deserving Yuvak and Mahila Mandals.

18. The Conference may consider :—

(a) the nature and types of incentive that could be provided to youth and women's organisations; and

(b) the extent to which procedures have already been evolved, under the Applied Nutrition Programme and other Programmes, to lay down criteria for grading the performance for purposes of awards and prizes.

Federal Structure

19. At the Annual Conference held in 1961, the view was expressed that Federal Organisations of youth clubs at the Block and the district levels should be organised only after the village level institutions got stabilised. Since then, it is only in Uttar Pradesh that a step forward has been taken. Block level youth councils have been constituted there to provide a forum for the representatives of Yuvak Mandals to pool their experiences and to provide strength to the youth movement. The Block youth Councils are utilised for promoting common Programmes of Yuvak Mandals at the block level, such as organisation of youth rallies, competitions and training camps.

20. The time has come to consider whether federal organisations of Yuvak and Mahila Mandals should not be set up as a regular feature of the Programme. Just as the federal unit draws support and strength from its constituents, the federal unit can itself be a source of leadership and inspiration to the lower level organisations, which are yet in the process of taking their first steps. Given the need for federal organisations, they can always draw a measure of financial support from the constituent units, the Panchayati Raj Institutions and Government departments. These higher forma-ons of Yuvak and Mahila Mandals can lend valuable support to the Pro-mme activities of Panchayati Raj Institutions and thereby strengthen m. It has been the experience not only in this country but elsewhere that active and energetic involvement of youth and women groups xtension activities, though well-knit institutional arrangements con-tes in a significant measure, to the economic and social advancement e rural community.

. The Conference may consider:—

(a) the need to promote a federal structure of youth and women's organisations at the Blocks and district levels;

(b) the nature and content of the Programme to be entrusted to the federal units; and

(c) the nature of relationship between the federal units and the corresponding Panchayati Raj Institutions.

Training

22. For a considerable time now, there have been training Programmes for village leaders, youth leaders, associate women workers, etc. These have in recent times been intensified in the following directions :—

(a) Instructions have been issued to involve youth in an increasing measure in the Gram Sahayaks Training Camps.

(b) Opportunities have been created for the more promising of the youth farmers attending Gram Sahayaks Camps to profit from the specialised fortnights' training courses in agricultural activities organised by the Ministry of Food and Agriculture.

(c) Twelve day camps are being organised for youth leaders and workers at Social Education Organisers Training Centres and Gram Sevika Training Centres focussed on the organisation of Youth Programmes.

(d) In Applied Nutrition Programme Blocks, special training is given to youth and women workers. Similarly, there are facilities for special training in poultry, fishery and cottage industries, organised by the departments concerned.

(e) Apart from the 5-7 day camps which are organised in Blocks in some States for women members and workers, a selected number of women are trained and associate women workers at one month courses organised at Gram Sevika Training Centres and Mukhya Sevika Training Centres.

23. The Conference may consider:—

(a) to what extent youth and women are involved in the several training programmes available to them;

(b) what further steps can be taken to accelerate the training.

Reporting Evaluation and Follow up

24. A weakness in the Programme for youth and women has been the absence of systematic arrangements for reporting, periodical evaluatio and follow up of the different activities. A true assessment of the situati cannot be made nor can future lines of action be charted, unless t deficiency is remedied. In this context reference may be made to Ministry's letter No. 3/33/64-Trg.II dated 20th April, 1965 in which need to introduce a system of reporting on the progress of Yuvak Mahila Mandals was emphasised and a proforma was also sugge Besides, systematic evaluation has to be carried out to judge the leve performance and the trends of movement of the entire Programme.

25. The Conference may consider:—

(a) the measures taken to furnish the progress data on the lines cated in the Ministry's letter; and

(b) the arrangements which may be made to provide perio evaluation and review of the entire programme.

ANNEXURE

[Enclosure to Agenda Item V]

Yuvak and Mahila Mandels in different States in 1964-65

Name of the State	No. of youth Clubs	Member-ships in thousands	No. of Mahila Mandals	Member-ships in thousands
1	2	3	4	5
Andhra Pradesh	8,900	166	7,120	122
Assam	2,919	63	2,224	38
Bihar	7,665	168	1,840	31
Gujarat	5,849	165	2,263	50
Jammu & Kashmir	321	6	60	0·5
Kerala	2,179	89	1,385	143
Madhya Pradesh	17,534	284	7,105	104
Madras	3,745	84	11,123	183
Maharashtra	15,555	311	7,820	180
Mysore	6,056	139	1,508	42
Orissa	10,528	313	6,311	201
Punjab	3,272	43	2,444	45
Rajasthan	4,076	62	1,651	25
Uttar Pradesh	24,861	276	6,283	106
West Bengal	4,947	146	1,317	34
Union Territories	1,311	37	770	21
TOTAL . . .	1,19,71	2,352	61,624	1,326

Agenda Item VI : RURAL MANPOWER PROGRAMME

The rural works programme now covers about 1000 community development blocks. A statewise review of progress is given in the *Annexure*. A variant of the rural works programme has also been recently started in six districts of Eastern U.P. and three districts of Madhya Pradesh, where the system of part payment of the wages in kind, in the shape of wheat offered respectively by the USAID and the World Food Programme, is being tried on a pilot basis in selected blocks.

2. The coverage of the programme is proposed to be enlarged during the Fourth Plan. The Inter-State Conference on Rural Manpower Programme held in April last felt that the programme could be expanded to 500 to 1000 more blocks during the Fourth Plan. The Conference visualised that the rural manpower programme would provide during the next Plan period, 100 days employment to 7·5 lakh persons in the first year rising to about 5 million persons in the concluding year of the Plan. On a rough estimate, the Conference reckoned that the first phase of the programme, in the initial three years would entail an expenditure of the order of Rs. 100 crores. The Planning Commission, however, has envisaged a tentative provision of Rs. 50 crores for the programme. The phasing of expenditure and employment visualised on the basis of this provision is as follows:—

Year	1966-67	1967-68	1968-69	1969-70	1970-71
xpenditure (Rs. crores) . .	8	9	10	11	12
Employment (lakh persons for 100 days)	4	4·5	5	5·5	6

On this basis, it would be possible to extend the coverage of the programme gradually to 500 new blocks during the Fourth Plan.

3. Although the provision contemplated for the Fourth Plan is subs[illegible] tially less than that recommended by the Inter-State Conference, it [illegible] be borne in mind that it is more than double the expenditure incurre[illegible] the programme during the current Plan. Expansion of the programm[illegible] the consequential advance action, thus postulate certain policy vi[illegible] relation to the following key sectors:—

(i) Selection of areas;

(ii) Programme content;

(iii) Planning and Organisation:

(iv) Training; and

(v) Reporting, Inspection and Evaluation.

An approach to each of these is indicated in the paragraphs that follow for the consideration of the Conference.

Selection of Areas

4. Certain broad criteria had been prescribed for the implementation of the rural works programme during the current Plan period. These included:

(i) Density of population per sq. mile.

(ii) Proportion of people living in rural areas.

(iii) Employment in organised industries.

(iv) Value of output per acre.

(v) Wage rate of agricultural labour.

(vi) *Per capita* cultivable area, and percentage of double cropped and irrigated areas to total areas sown.

Besides these indicators certain other considerations such as the proportion of agricultural labour to total rural population, migration pattern and the capacity of the administrative and technical organisation to execute supplementary works in addition to those already forming part of the integrated block plan had also to be kept in view. As far as possible, dispersal of the programme over a wide area was to be avoided. It would appear, however, that in some of the blocks selected, the need for a supplementary rural works programme was not so obvious. In order that the programme contemplated for the Fourth Plan is implemented only in those areas where the problem of unemployment and underemployment is acutely manifest, the identification of areas should be carefully made as early as possible. Indeed, this should be a firm point in planning for the rural works programme during the next Plan. It may be recalled that in February last, this ministry had requested the State Governments to make a review of the working of the programme in each block, with a view to invalidation of ineffective blocks and adoption of more suitable blocks instead. The review completed in a few States, is under-way in the rest. In view of the proposed expansion of the programme in the Fourth Plan, the completion of this review and invalidation of ineffective blocks have assumed urgency. The Conference may review the present position.

rogramme Content

5. Criteria for selection of schemes for the existing programme and ;gories of eligible schemes have already been communicated to the State vernments. It has been noticed, however, that schemes such as struction of poultry and piggery sheds, cashewnut plantation, drinking r and private irrigation wells etc., have also been taken up under the ramme. These schemes have resulted, among other things, in low oyment generation.

. It has been repeatedly emphasised that the programme funds should sed to build up remunerative community assets and that grant of loan ndividuals for schemes for private benefit should not be made. Some es, however, have represented that the restriction on advance of loans ndividuals tends to impede the pace of the programme.

7. Difficulties have also been experienced in certain States in obtaining public contribution in areas which are markedly backward. The Inter-State Conference held in April last considered the issue and suggested that the State Government could increase the percentage of grant to 75, under intimation to the Central Government, provided the terms of other similar schemes applicable to the locality were also correspondingly modified. The Inter-State Conference disapproved the dubious procedure of paying workers less than the prevailing rates and treating the difference as public contribution. The following important issues are thus for the consideration of the Conference:

(i) adequacy of the existing criteria for the selection of schemes, *viz.*, labour-intensiveness, non-involvement of higher technical skills, maximum utilisation of local resources, low requirement of materials and machine content, and contribution to the stepping up of agricultural production;

(ii) the need for the State Governments to take a fresh look at the existing schemes to determine their conformity with the prescribed criteria and their effect on employment generation;

(iii) the desirability of sanctioning loans out of programme funds to groups of individuals, as in Maharashtra, and the safeguards to ensure that the procedure follows the general spirit of the programme; and

(iv) the need for increasing the level of subsidy in the case of backward areas, and the modifications necessary in the pattern applied to similar schemes under other programmes in the same areas.

Planning and Organisation

8. The expansion of the programme under the next Plan would call for special effort in planning and building up of adequate administrative and technical organisations at different levels in the States. For the existing programme, most States already have a small organisation at the State Headquarters, besides some technical staff at the block level. However, a major weakness in the programme so far has been the lack of rural engineering personnel. Wherever engineering organisations have been set up for panchayat works, their scope is often narrow and the organisatio inadequately manned. The involvement of Panchayati Raj institutio labour cooperatives and voluntary organisations in the planning a execution of the programme would also appear to require further attent In many States the programme still continues to be executed mainly thro the departments. This needs to be checked and Panchayati Raj bo involved more and more.

9. Although the size of the programme as visualised in the draft, is modest compared to the size recommended by the Inter-State Confe the recommendations of the Conference in regard to the strengtheni the administrative and technical organisations at various levels may theless be kept in view. It made a series of recommendations in this b The entire programme should be entrusted to the Commissioner/Sec incharge of Community Development Department at the State level should be assisted by a whole time Deputy Commissioner and an Assi

Commissioner having experience of development work at district and divisional levels. There should be a Senior Executive Engineer or Superintending Engineer, wherever justified by the size of the programme. The responsibility for drawing up the programmes in the district, watching the implementation of the schemes and reviewing the progress, should devolve on the Collector/Chief Executive Officer of the Zila Parishad. In States where a sizable programme is to be taken up, a District Rural Manpower Officer should be appointed to assist the Collector/Chief Executive Officer. The administrative responsibility for the programme at the block/taluk level should be that of the Block Development Officer. The schemes should primarily emanate from the village panchayat/Anchal Panchayat/Village Council. They should be scrutinised and priority fixed by the Block Samitis/Anchalik Parishads or Block Committees. On priority being determined, the B.D.O. should have the schemes technically examined and submitted to the appropriate authority for sanction.

10. The Conference may consider the following points and offer its suggestions:—

(i) the size, composition and tasks of the State headquarters organisations;

(ii) measures to strengthen the rural engineering organisations and overcome the present shortage of personnel, particularly at the level of surveyors and overseers;

(iii) the need for a District Rural Manpower Officer to assist the Collector/Chief Executive Officer of the Zila Parishads; and

(iv) steps to be taken to secure greater involvement of Panchayati Raj institutions, labour cooperatives and voluntary organisations in the planning and execution of works under the programme.

Training

11. Training of the programme staff would have to be imparted at two levels, namely for (i) orientation of supervisory, administrative and technical personnel, and (ii) training of field personnel, like Sarpanchas and Panchayat Secretaries, in the management of works and labour and maintenance of accounts, muster rolls etc. The first could be taken care f by seminars and short duration courses at appropriate institutions, whilst e second could be organised at the Panchayati Raj Training Centres. sides the training of the supervisory and the field personnel, it would also necessary to arrange for a programme of training for the workers ged on the rural works projects with a view to improving their skills. aspect has been separately considered elsewhere in the paper.

rting, Inspection and Evaluation

2. The present system of obtaning quarterly progress reports from locks and transmitting these without proper scrutiny at the relevant , has not served its purpose. This was commented upon by the Inter- Conference also. The reporting system should be such as may serve needs of planning as well as administration of the programme, not at the national and state levels, but also at the district and block levels.

13. For compiling progress data to be reported from different levels, some basic records would, in any case, be indispensable. For instance, at the Panchayat level or the level of the primary agency for execution of works, there should be a muster roll maintained more accurately and reliably than at present. The reporting from the Panchayat to the block would be in the form of monthly summaries of the data entered in the muster rolls. These reports should be carefully examined and discussed at the monthly meetings of the Panchayat Samiti, before being sent to the Zila Parishad and the State Government. The frequency of reporting from the block through the district to the State level would be both quarterly and annual. The quarterly progress reports from the State Headquarters should be critical and analytical documents, highlighting the significant achievements of the programme, the difficulties and bottlenecks encountered, and the manner of their being surmounted. The need for an annual report giving essential data on progress, *e.g.*, expenditure incurred, employment generated and physical targets achieved, is particularly felt at the time of the annual budget proposals. At the State level, the processing and analysis of the block reports may be the responsibility of the administrative intelligence unit of the Directorate of Economics and Statistics. The Inter-State Conference has worked out a set of proformae for the maintenance of muster rolls and submission of periodical progress reports.

14. There is need also for tightening up the arrangements for field inspections at all levels. In particular, as recommended by the Inter-State Conference, the Works Committee of the Panchayat Samiti should assume responsibility as much for supervision and inspection of the records and reports, as for execution of the works.

15. Apart from the regular internal assessments contained in periodical progress reports and reviews, it is necessary, for a programme of the magnitude and implications envisaged, that there should be a system of competent outside evaluation from time to time of the results achieved in terms of the objectives. The Programme Evaluation Organisation and the D.G.E. & T. have conducted some current evaluation studies in the past in selected blocks covered under the rural works programme. With progressive strengthening of the State Evaluation Organisations, they should be able to play a more effective role in conducting current evaluation ar undertaking intensive studies in selected areas. Other qualified agenc would also be drawn into the process.

16. The Conference may give its considered views on the followi

(i) the procedure to be followed for ensuring systematic regular submission of progress reports;

(ii) the agencies to be entrusted with the task of conducting r inspections and reviews; and

(iii) the need and arrangements for current programme evaluatio

Proposed expansion of the scope of the programme during the Fourth Plan

17. The Inter-State Conference held in April last felt that whilst a programme of rural works to take care of the immediate employment needs, based on the existing skills of the seasonally unemployed should continue, there was need for improving the skills of the rural working force, particularly its younger elements, with a view to improving their employability and facilitating the needed transition from agriculture to secondary and tertiary activities. It is thus proposed that a programme of deliberate promotion of skills should be an integral part of the rural manpower programme during the Fourth Plan period. Relatively simple skills in afforestation, land and water management and building and construction would be imparted to the rural youth. Possibilities are, no doubt, inherent in the rural works projects themselves for the imparting of such skills. Considering, however, the smallness of the area of a block, and the relatively short duration for which the rural work projects would be in operation, the possibilities of an organised programme of imparting skills to the rural working force as part of the rural works programme appear to be limited.

18. Besides the above arrangement it would also be necessary to employ the rural youth organised in labour camps to build up the necessary infra-structure preliminary to the launching of big sized operations like establishment of resettlement camps, construction of highways and railroads, laying of transmission lines etc. The younger elements of the labour force employed on big projects should also be organised in groups for the improvement of skills and the imparting of a minimal level of literacy. The organisational and financial implications of these proposals are being worked out in consultation with the Planning Commission.

ANNEXURE

[Enclosure to Agenda Item VI]

Review of Progress of Rural Works Programme in different States.

Andhra Pradesh

The State has been allotted 106 blocks so far. A sum of Rs. 23·24 lakhs was spent upto 1963-64 providing 12·11 lakh mandays of employment. The anticipated expenditure for 1964-65 is Rs. 111·71 lakhs. Upto December 1964, however, only a sum of Rs. 16·49 lakhs was spent. Increasingly the agricultural production schemes are being taken up. The Panchayati Raj institutions have been associated with the implementation of the programme.

An additional overseer has been posted in the blocks covered by the Programme. The problems encountered in the execution of the Programme are discussed at meetings and ways found to remove these.

Assam

There are 43 Rural Manpower Blocks in the State. Road-*cum*-bund schemes, soil conservation, land reclamation, minor irrigation including construction of drains and pisciculture are among the important schemes taken up. Additional schemes have been formulated for blocks of the first and second series. An expenditure of Rs. 34·39 lakhs was incurred upto 1963-64 creating 12·51 lakh mandays of employment. The anticipated expenditure for 1964-65 is Rs. 19·30 lakhs. Anchalik Panchayats are entrusted with the implementation of the Programme. The State Government is promoting the organisation of Sramik Bahinies. Meetings are held periodically by the Development Commissioner with the heads of Departments for sorting out difficulties and ensuring coordination at various levels.

Bihar

96 Blocks were allotted to the State upto 1964-65 but as the progres of the Programme was very slow, 15 Blocks were withdrawn in Octob 1964. Minor irrigation schemes predominated both under the seco and the third series. Under the Fourth Series a saturation Programme proposed to be taken up in 25 Blocks and for this purpose additio engineering staff consisting of an Assistant Engineer and an Oversee being appointed. The District Officers make a monthly review of progress of the Programme. The schemes are implemented through departments concerned though of late the State Government have dec to utilise the agency of Blocks and the Gram Panchayats. Expendi incurred upto 1963-64 amounted to Rs. 33·52 lakhs creating an emp ment of 21·03 lakh mandays. The anticipated expenditure for 1964 is Rs. 50·50 lakhs.

Gujarat

The State Government has been allotted 33 Blocks so far. A sum of Rs. 33·20 lakhs was spent upto 1963-64. The anticipated expenditure for 1964-65 is Rs. 36·65 lakhs. Soil conservation and contour bunding has been undertaken on a large scale. The Agriculture and Rural Development Department administers the Programme. Schemes other than soil conservation and contour bunding are implemented by the Panchayat Samities through the Village Panchayats. The Block Overseer, who forms part of the Panchayati Raj Engineering set up, provides technical guidance. The Executive Engineer at the District level and Deputy Engineers at subdivisional levels have wide powers of according technical sanction. The Executive Engineer and the departmental staff frequently visit the Blocks.

Kerala

The State Government have been allotted 36 Blocks so far. The schemes taken up under the Programme include contour bunding, terracing, reclamation of sandy land, irrigation bunds, deepending and improvement of tanks, irrigation wells, drainage channels, antiwater logging measures, construction of roads, culverts, bridges and sluices. An expenditure of Rs. 7·71 lakhs was incurred upto 1963-64 creating 2·54 lakhs mandays of employment. The anticipated expenditure for 1964-65 is Rs. 14·07 lakhs. *Ad hoc* village committees, Panchayats and labour cooperatives have been used for implementing the Programme. The progress is reviewed by the Collectors and also by the Development Commissioner.

Madhya Pradesh

There are 65 Rural Manpower Blocks in the State. Contour bunding and mass field bunding schemes form the major portion under the Third and the Fourth Series. Under the earlier series, though schemes pertaining to agricultural production predominated, construction and repair of roads was also undertaken on a large scale. An expenditure of Rs. 30·61 lakh was incurred creating 19:61 lakh manday of employment. The anticipated expenditure for 1964-65 is Rs. 33:53 lakhs . The soil conservation staff has been considerably strengthened and collectors have been authorised ›› engage technical staff on work charged basis. The Development ›mmissioner visits the Blocks during his tours. The progress is also iewed by Collectors at quarterly meetings.

Ten Blocks have been taken up in the State where the experiment of ng part of the wages, in kind is being tried with wheat assistance from Vorld Food Programme.

as

nere are 72 Rural Manpower Blocks in the State. The Programme present, not being operated in 2 Blocks of the first and 15 Blocks of cond series. Under the Second Series, the only scheme taken up was onservation. It was executed through the soil conservation staff of Agicultural Department. Minor irrigation and roads construction nes are taken up under the Third and Fourth Series and are being uted by the Panchayat Unions through the agency of Panchayats. itional schemes are being formulated for Blocks of the second series.

Expenditure incurred upto 1963-64 amounted to Rs. 48·91 lakhs creating 32·17 lakh mandays of employment. The anticipated expenditure for 1964-65 is Rs. 43·94 lakhs. The Director of Panchayats Programme, who looks after the Programme, regularly visits the blocks. The Collectors and Revenue Divisional Officers pay special attention.

Maharashtra

There are 128 Rural Manpower Blocks in the State. The performance was quite good during 1963-64 and though originally allotted only 25 Blocks for the fourth series, additional 35 Blocks were given to the State. The progress, however, appears to be largely accounted for the policy of grant of loans to individuals, the work being supervised by the panchayats. Ensuring adequate staff in the Blocks, making funds speedily available and the existance of a Regular Engineering set up for Panchayati Raj institutions, regular meetings and tours by higher officers have been other favourable factors. The schemes taken up under the earlier series included soil conservation, antiwaterlogging measures, terracing, land reclamation, bandharas, afforestation, inter-village roads, compost pits, horticulture etc. Compost pits and horticulture schemes do not strictly fall under the purview of the Programme.

An expenditure of Rs. 122:51 lakhs was incurred upto 1963-64 resulting in 50·74 lakh mandays of employment. The anticipated expenditure for 1964-65 is Rs. 128·49 lakhs.

Mysore

The State Government has been allotted 45 Blocks. Soil conservation and minor irrigation schemes accounted for more than 80 per cent of the estimated cost of schemes under the different series. The Programme is implemented by the Taluka Development Boards, the actual execution being organised through Panchayats. The Assistant Development Commissioner, incharge of the Programme, periodically visits the Blocks. A junior engineer has been posted in all the Blocks covered. A sum of Rs. 20·81 lakhs resulting in 8:79 lakh mandays of employment was spent up[illegible] 1963-64. The anticipated expenditure for 1964-65 is Rs. 21·50 lakhs.

Orissa

There are 45 Rural Manpower Blocks in the State. The schemes t[illegible] up include minor irrigation, soil conservation including afforestation, land reclamation, flood control schemes, pisciculture, pasture develop[illegible] orchard schemes cashewnut plantation, construction of roads and dri[illegible] water wells. The schemes pertaining to orchards, cashewnut plant[illegible] pasture development and drinking water wells do not fall within the [illegible] view of the Programme. Additional overseers and soil conservation [illegible] tants have been posted in the blocks covered by the Programme.

An expenditure of Rs. 26:59 lakhs was reported upto 1963-64 re[illegible] ing in 13·42 lakh mandays of employment. The anticipated expend[illegible] for 1964-65 is Rs. 50·93 lakhs.

Punjab

There are 36 Rural Manpower Blocks in the State Schemes pertaining to agricultural production are increasingly being undertaken. However, the schemes in regard to construction of poultry piggery sheds, orchards and horticulture do not fall under the purview of the programme. Moreover, the cost of materials and overheads for a large number of schemes is very high. These are not so labour-intensive and the mandays of employment per hundred rupees of expenditure is very low.

A sum of Rs. 28·30 lakhs was spent upto 1963-64 creating 6·20 lakh mandays of employment. The anticipated expenditure for 1964-65 is Rs. 18·80 lakhs.

One wholetime overseer and an accounts clerk have been provided in each block selected for the programme. Frequent touring is undertaken to ensure removal of bottlenecks and to provide guidance where necessary.

Rajasthan

There are 40 Rural Manpower Blocks in the State. A sum of Rs. 19·63 lakhs was spent upto 1963-64 and the anticipated expenditure for 1964-65 is Rs. 27·00 lakhs. The Panchayat Samities are responsible for implementation of the Programme. Labour Cooperatives have been organised in a few Blocks. Additional staff is provided for soil conservation work by the Agricultural Department. Adequate powers for according technical sanctions have already been delegated to officers at various levels. Full powers for administrative sanctions vest with the Panchayat Samitis themselves.

Uttar Pradesh

There are 169 Blocks covered by the Rural Works Programme. A large number of schemes in regard to flood protection, drainage, raising of marooned villages, channels and unlined gulfs, soil conservation works, nti-erosion bunds, metalling of tube-wells service roads, bridges, and onstruction of roads, have been undertaken. Under the fourth series- e cost of individual schemes is as high as Rs. 5 lakhs. Moreover, the re component and the estimated employment is quite low whereas the t of materials and overheads is high (36:87 per cent of the total cost). Programme is being implemented by the Departments of Irrigation. .D. and Forests. Panchayati Raj Institutions have not been involved he execution of the Programme to the desired extent.

An expenditure of Rs. 95·69 lakhs was reported upto 1963-64 resulting 4·11 lakh mandays of employment. The anticipated expenditure for 4-65 is Rs. 150 lakhs.

Sixty blocks in six districts are being covered under the PL 480 Title Wheat Assisted Programme.

West Bengal

There are 46 Blocks covered by the Programme. Most of the schemes taken up in the State relate either to minor irrigation or to the construction of roads. The Programme is implemented by the Block Organisation and the actual execution is entrusted to the Panchayats. Schemes sanctioned for the Blocks of the third series do not generally exceed one lakh per Block. An expenditure of Rs. 7·62 lakhs was incurred upto 1963-64 creating 4·19 lakh mandays of employment. The anticipated expenditure for 1964-65 is Rs. 15·00 lakhs.

Jammu and Kashmir

Sixteen Blocks have been allotted so far. Under the first and second series, schemes mainly in regard to construction of roads were proposed whereas under the third series schemes pertaining to construction and remodelling of tanks, afforestation and soil conservation are proposed for large amounts. A sum of Rs. 2·14 lakh only is reported to have been spent upto 1963-64 which resulted in the creation of 0·94 lakh mandays of employment. The anticipated expenditure for 1964-65 is Rs. 8·10 lakhs.

Himachal Pradesh

There are 28 Blocks covered by the Programme. The schemes in regard to construction of roads are mainly undertaken under the different series. The progress of the Programme has been good. A sum of Rs. 30·07 lakhs was reported to have been spent upto 1963-64 creating 10·95 lakh mandays of employment. The anticipated expenditure for 1964-65 is Rs. 27·00 lakhs. The Development Commissioner and the Assistant Engineer pay frequent visits to the Blocks and the progress is reviewed monthly.

Tripura

There are 6 Blocks covered by the Rural Works Programme. A sum of Rs. 3·06 lakhs was spent upto 1963-64 creating 1·11 lakh mandays of employment. Two officers of the Development Department undertake frequent tours of the blocks.

Agenda Item VII: WEAKER SECTIONS

(i) Tribal Development Blocks

Tribal Development Blocks based on the pattern suggested by the Elwin Committee have been in existence for over three years. Nearly 300 such Blocks have been established. The Statewise allocation of Tribal Development Blocks may be seen at the *Annexure*. By the end of the Fourth Plan, it is visualised, there would be some 800 Tribal Development Blocks in the country. It is necessary, against the lessons of experience, therefore, to attempt a more precise definition of the future lines of tribal development. Even the most general assessment of past performance in the field would indicate that the greatest of all tribal problems, *viz.*, poverty, remains to be tackled in a really basic way. In the paragraphs that follow, the major lacunae in the implementation of tribal development programmes in the Blocks are sought to be identified and, against this background, some correctives and modifications are proposed for the consideration of the Conference.

2. Some of the more commonly noticed gaps in the developmental effort thus far made in Tribal Development Blocks could be summarised as below.

General

(i) Though both the Elwin and Dhebar Committees have recommended that a socio-economic survey should precede the inception of a Tribal Development Block, this aspect has frequently been neglected. In the absence of local surveys and plans, consideration of priorities and identification of the weakest points have not been possible. Consequently, a large number of standardised schemes in vogue among more advanced communities has been applied to the tribal areas.

(ii) The employment aspect of development has not been given the measure of attention that it deserves.

(iii) Possibilities inherent in the State plans under different sectors of ·velopment have not been fully drawn into the scheme of planning for tribal areas.

(iv) Effective promotion of cooperative organisations, which could af- special opportunities for economic advancement of the rather dis- ised and dispersed tribal communities, is yet to receive its due atten-

) Adequate understanding and appreciation of the problems of the population is still to be acquired by the field workers.

amme Implementation

) Amelioration of the plight of landless tribal labourers has not given enough attention. Land and forest policy is yet to be adequately nted to the needs of the tribal economy. In many cases, five to

ten per cent of the tribal population in a Tribal Development Block is involved in encroachment disputes with the Revenue and the Forest authorities. Settlement of such cases is a special aspect which is to be tackled wherever possible in the pre-extension stage of the Block.

(ii) From certain case studies conducted, it is seen that between 25% to 33 1/3% of the total outlay in the Tribal Development Blocks is being spent on project headquarters and staff. Even under productive schemes like agriculture, animal husbandry and irrigation, 25% of the investment goes for some kind of construction. In the field of social investment again programmes like health and education have a 16% content of the expenditure on construction. In short, somewhere between 60% to 70% of the Tribal Development Block budget gets spent on what may be called "brick and mortar schemes".

(iii) The executive agents for the construction schemes are pre-dominently non-tribals. Even where the executants are tribals *de jure,* in most case the *de facto* agents are non-tribals.

(iv) Because of set adherence to standard designs, local materials are not fully utilised.

(v) Agricultural programmes are predominently exploited more by non-tribals. Even irrigation facilities present a similar picture.

(vi) Though in animal husbandry, the share of the tribals is generally better than that in agricultural programmes, the animal husbandry programmes are designed only to provide some supplementary income to the family. Adequate thought has not been given to designing animal husbandry units for full-time family operations.

(vii) Owing to the factors mentioned above, and also due to the none-too happy experience of unlettered tribals who have to go to the block offices to get sanctions of advances, the tribals are generally alienated from Government Programmes.

Problems of coordination and administration

(i) Co-ordination is still to be well achieved between the development department and the department of Tribal Welfare at the State level.

(ii) Inadequate administrative arrangements at the State and t District levels have come in the way of effective promotion of the pr gramme in the field.

(iii) Short term assignments to officers in tribal areas has provec be another inhibiting factor.

(iv) The proportion of tribal employees in Tribal Development Bl is very small, only amongst Class IV Staff does the proportion of t employees exceed the proportion of tribals in the Blocks.

3. If these drawbacks are to be removed, a change in the line of proach to the problems of tribal development is called for. Progra implementation also requires a reorientation and the staff pattern and p are to be suitably adapted to the requirements of the situation. Conference may consider the following measures for bringing about a m effective and a better co-ordinted development in the Tribal Blocks.

General :

(i) Socio-economic surveys in the pre-extension stage of the Tribal Development Blocks should receive greater attention than now. The block staff should be utilised in the process and research and other qualified, institutions like universities and colleges actively associated to the extent possible.

(ii) A specific percentage of tribal block funds may be earmarked for schemes to be spent exclusively for the tribals. Part of the amount should be spent for the more backward tribals where they can be identified.

(iii) Even if the population critarian for the opening of Tribal Development Blocks is reduced to 50%, as proposed in the Fourth Plan, there would still be pockets of tribals not covered by such Blocks. As the Community Development Programme is expected to look after the needs of the entire population within the block, the problems of tribals in such pockets would also be the responsibility of the Block organisation. Where the concentration of tribal population is substantial, say about 10,000 in a compact area, it may be notionally considered to be a sub-block. Additional Village Level Workers may be posted to such Blocks. Additional funds from the tribal welfare budget may be made available to such pockets for special programmes for the benefit of tribals.

(iv) With a view to achieving both concentration of effort in Tribal Development Blocks and a more integrated perspective in terms of a larger operational area, it would be advantageous to bring in the concept of wider area development during the Fourth Plan whilst retaining the unit of the Tribal Development Block for purposes of local development. By building area dimensions into tribal development programmes, it may be possible to bring higher level techniques to bear on development in Tribal Blocks. With the adoption of the area approach, it may also be possible to draw larger resources from provisions made under different sectors in the State plans for programmes of development for the benefit of the tribal population. The following are the main features of the area approach as recommended by the Panel on Social Welfare and Backward Classes set up by the Planning Commission.

(a) A tribal development area should comprise a manageable number of Tribal Development Blocks, including within its compass intervening or adjoining pockets which may have even less than 50 per cent tribal concentratiton.

(b) A socio-economic survey of the area will be conducted by a team of officials and non-officials with the involvement of Panchayati Raj Institutions, voluntary organisations and research institutes. In the light of this survey, programmes suitable for the area will be formulated.

(c) Area development programmes could be financed from the funds of respective development departments. earmarked for the purpose, and from the corpus of funds in the Tribal Development Blocks budget.

(d) During 1965-66, ten suitable areas may be taken up for the purpose on a pilot basis in the following districts, *viz.* Mandla (Madhya Pradesh), Santhal Parganas (Bihar), Midnapore (West Bengal), Koraput (Orissa), Dangs (Gujarat), Manipur and four areas in other States having sizeable tribal population.

Whilst the area approach outlined has inherent advantages, the Conference may consider the need for adequate safeguards against diversion of funds from the Tribal Development Block budget to bigger schemes at the area level to the detriment of smaller schemes at the block level.

Programme implementation

(i) The programmes of various development departments should be specially oriented to meet the requirements of tribals. Educational programmes, in particular, require reorientation. The activities in ashram schools and other residential schools should include raising of school gardens and orchards and running of poultry and fishery units. Apart from making education essentially basic, this would inculcate healthy food habits in the children. Adequate attention should also be paid to the spread of general education at different stages in the tribal areas.

(ii) Preservation and promotion of the culture patterns of the tribal communities should be ensured. At the same time, spread of adult-education, including functional literacy, among the tribals requiries closer attention.

(iii) The Khadi and Village Industries Commission may have a seprate wing at the State level to look after the village industries programme in tribal areas. Particular emphasis may be laid on forest based industries such as lac, preparation of leaf plates, processing of non-edible oil-seeds, sericulture, etc.

(iv) As recommended by the Special Working Group on Cooperation, steps should be taken to establish four important types of cooperatives in Tribal Blocks *viz.*, service cooperatives, forest labour cooperatives, labour contract societies and primary marketing and processing societies located at mandi or trade centres. In particular, the working of forest labour coopera tives in tribal areas has to be closely reviewed and suitable patterns of o ganisation, financial assistance and programme evolved.

(v) The means and know-how of converting waste, such as hum refuse, carcasses, etc. into value, evolved at the research centres, should extended to the field level.

(vi) In planning for schemes to be implemented on the area basis it wo be desirable to link them up with the main centres of economic activit the focal points of growth in the area. Measures may be devised for development of such villages as might be described as falling within region of influence of each centre. Buliding up of strong marketing a supply organisations for forest and agricultural produce, establishment mixed farms, establishment of industrial training institutes, setting up medium and small scale industries and improvement of communications a some of the schemes which could be taken up on this basis.

(vii) With a view to avoiding excess expenditure on construction, it would be worthwhile to set up buildings which could be designed to serve more than one purpose. For instance, it should not be difficult to have one general purpose building which could be used at different times of the day as balwadi, school and community centre. Care should also be taken to see that the buildings put up conform to local requirements and taste.

(viii) The executants of works in Tribal Development Blocks should, as much as possible, be tribals themselves.

Coordination and Administrative Arrangements

(i) Considering the dimensions of the programmes of development for tribals and other backward classes, it would be desirable to have a separate Commissioner in overall charge of all these programmes in each State.

(ii) Close liaison between the new Commissioner and the Development Commissioner should be ensured.

(iii) At the district level, too, there should be a separate officer of the rank of an Additional Collector/District Magistrate to be in exclusive charge of programmes of tribal development and development of other backward classes.

(iv) In every Block, a post of an additional Extension Officer, to be in-charge of all programmes of tribal development and development of other backward classes, should be created. This Extension Officer should function as part of the block team.

(v) With a view to adequate arrangements for training of the new functionaries, it would be necessary to have appropriate complex of training institutions in each State. There should be a sub-commmittee of the Panchayati Raj bodies at the district and block levels to review the programmes of development of tribals and other backward classes. The committees in tribal areas should be composed only of tribals.

(vi) Special allowances such as 'difficult-area-allowances' may be given to officials posted in tribal areas.

(vii) To ensure long enough stay of the officials in the tribal areas, transfers should be reduced to the absolute minimum. Except, broadly on promotion or for disciplinary reasons, the staff in tribal development areas ould not be transferred within a period of three years.

4. The Conference may consider the above proposals and make any r suggestions designed to bring about a more effective development o l areas.

ANNEXURE

[Enclosure to agenda Item VII(i)]

Coverage of Tribal Development Blocks

State	S.M.P.T. Blocks allotted during II Plan	Tribal Development Blocks allotted in 1961-62	1962-63	1963-64	1964-65	1965-66	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1. Andhra Pradesh .	4	2	1	5	6	7	21
2. Assam . . .	7	4	4	8	10	14	40
3. Bihar . . .	8	5	5	11	13	18	52
4. Gujarat . . .	3	4	4	11	13	18	50
5. Kerala . . .	..	..	1	..	..	1	2
6. Madhya Pradesh .	10	..	14	26	30	37	107
7. Madras . . .	..	..	1	1	..	..	2
8. Maharashtra . .	4	2	2	14	14	14	46
9. Nagaland . .	..	..	3	4	4	4	15
10. Orissa . . .	4	6	6	13	15	21	61
11. Punjab . . .	..	1	..	..	..	1	2
12. Rajasthan . .	1	..	3	3	3	4	13
13. Himachal Pradesh .	..	1	4	..	..	..	5
14. Manipur . .	1	1	1	1	2	2	7
15. Tripura . . .	1	1	..	1	2	2	6
16. Dadra & Nagar Havelli . . .	..	..	..	..	1	1	[illegible]
17. Unallocated Reserve*	..	..	..	6	6	7	[illegible]
TOTAL . .	43	27	49	104	119	151	[illegible]

*There are 19 un-allocated reserve Tribal Development Blocks, which are likel[illegible] allotted to Assam, Kerala, Madhya Pradesh and Rajasthan.

(Note of the Department of Social Security)

Agenda Item VII (i): Tribal Development Blocks (Supplementary Note)

The object of this note is to acquaint the Conference on Community Development and Panchayati Raj with certain recent thinking on the subject of tribal development and the recommendations made by the Committee of the National Development Council on Social Services and the Planning Commission's Panel on Backward Classes.

2. At the end of the Third Plan, 450 Tribal Development blocks would be established in areas in which the tribal population accounts for 66 2/3 per cent. It is envisaged that in the Fourth Five Year Plan areas with 50 per cent tribal population may also come within Tribal Development Blocks. In the actual working of the scheme of Tribal Development Blocks certain important limitations have been observed. First, the Tribal Development Block with a population of 25.000 is found to be much too small for carrying to the tribal areas the various services essential for their fuller development. Programmes like communcations, irrigation, forestry, processing industries, etc. by their very nature, call for planning and direction in terms of somewhat larger areas. Secondly, under the existing scheme of Tribal Development Blocks, because of the fragmented approach currently adopted, full benefit from development programmes under different heads does not reach the tribal people. Thirdly, even if Tribal Development Blocks are marked out on the basis of 50 per cent population and a thousand blocks are taken up in place of existing 450, less than three-fourth of the tribal population will be served.

3. In these circumstances, it is proposed that in the Fourth Plan, contiguous Tribal Development Blocks and even small pockets containing a concentration of tribal population should be grouped to for a Tribal Development Area. In no case would a Tribal Development area be larger than a district. District level officers and institutions at the district level would be expected to apply the area approach to the Tribal Development Area as a whole and to ensure that in relation to the development plans of the district the area receives due attention in terms of resources and ervices. Thus, there would be an integrated plan for the Tribal Develop-ent Area as a whole. Within this plan, there would be detailed plans r individual Tribal Development Blocks. The Area Plan would take account resources available specifically for the Tribal population as l as resources provided under different development programmes in district. In the preparation of the plan for each Tribal Development , besides district and block agencies, senior officials from the State ernment specialists from Tribal Research Centres and University rtments of Anthropology and leading workers drawn from voluntary isations would be associated. The central purpose of Tribal Develop- Areas is to make specific orientation to their needs operationally ble. Depending upon the composition of population in each Area, programme should be so designed and implemented that maximum

benefits would reach the tribals in order to bring them up to the level of others. There should be sufficient flexibility for this purpose in the programme pattern for each Area.

4. It is hoped that if area plans for Tribal Development Areas are formulated in this manner, there would be greater scope for developing leadership and institutions among the tribal people and drawing workers increasingly from amongst them. Tribal Communities are as much entitled to the benefits of democratic decentralisation as the general rural community. But being educationally backward and economically dependent they are not in a position yet to benefit from the elective Panchayati Raj bodies. We shall therefore have to think of effective safeguards for the protection and promotion of their interests. This can be done partly by involving the traditional tribal panchayats in an operational partnership with the statutory bodies. Secondly, suitable administrative and financial measures will have to be devised for the same purpose,. The Tribal Welfare Departments of State Governments will project their participation in this scheme more actively than before both for planning and implementation. The services of voluntary workers would also be utilised more effectively and at critical points.

5. The Tribal Development Block budget at present consists of two parts, namely, the schematic budget for the normal Tribal Development Block and the contribution of Rs. 10 lakhs for each Tribal Block in Stage I from the special provisions for Backward Classes. For the effective deployment of resources in the interest of the tribal population, part of the funds provided in the Backward Classes sector could be used at the area level without diluting the intensive development of the tribal population itself. The important point is that the broader area approach should ensure that resources available in the district are utilised more adequately in the interest of the tribal population. In preparing the plan for each Tribal Development Area, the special characteristics and skills and the stage of the preparedness of the various tribal people residing in the area would be taken into account and efforts made to encourage their own institutions and leadership to play a significant role.

6. During 1965-66, with a view to gaining experience and evolvi[ng] a satisfactory approach in the field, it is proposed that some pilot proje[cts] should be undertaken. A Committee appointed by the Panel on Backw[ard] Classes has suggested the following areas for action under [the] pilot scheme :

1. Mandla District, Madhya Pradesh.
2. Santhal Parganas District Bihar.
3. Jhargram Sub-Division, Midnapore District, West Bengal.
4. Raygada Sub-Division, Koraput District, Orissa.

5. Manipur.

6. Dangs District, Gujarat.

7. Four areas in other States having sizeable tribal population.

These and other details have to be worked out. The important point to note is that the Tribal Development Area approach retains the Tribal Development Block as a basic unit with a specific responsibility for the tribals but fits it into a wider concept of development, so that the interests of the tribal population may be more effectively served and safeguarded.

Agenda Item VII: WEAKER SECTIONS

(ii) Other Weaker Sections of the Village Community

The problem of the weaker sections of the village community cannot be viewed in isolation. The amelioration of their condition is but a function of the overall advance of the rural economy and the community as a whole. Owing, however, to certain special disabilities from which these sections suffer, it has been necessary not only to orient general development programmes to their special needs but also to design special Programmes for their benefit. The steps taken during the Third Plan for promotion of the welfare of the weaker sections include such measures as reservation of a certain percentage of the budget provision of Panchayati Raj bodies for schemes of special benefit to these sections, special attention in respect of provisions for housing, water supply and the like, award of scholarships and stipends, and provision of special representation for backward classes on Panchayati Raj institutions.

2. A general review of the implementation of the various measures for the welfare of the weaker sections indicates two major lacunae :—

(i) In the scheme of special measures, the focus on economic programmes has not been sharp enough. This is evident for instance, from the fact that only 22% of the total outlay on special schemes for Scheduled Castes and Backward Classes in the Third Plan is for schemes of economic uplift. Even in the economic programmes implemented, the strategy has been generally to award grants or subsidies to individuals. There has been no organised or sponsored investment on the rehabilitation of the weaker sections through remunerative productive schemes which are at the same time designed to suit the requirements and limited resources of the weaker sections.

(ii) Enough administrative and organisational resources have not been built up to ensure that maximum benefits from the provisions in the various sectors of the Plan flow to the weaker sections.

3. Certain basic facts concerning the levels of living of the poore[r] sections of the village community would give an indication of their d[ire] need for economic rehabilitation. The measure of the crippling pove[rty] of the weaker sections of the village community can be gauged from [the] fact that about 30% of the village people spend less than Rs. 15/- [per] month and the lowest 5% of the population manage to exist at a [per] capita income of Rs. 5½ per month. It is also seen that there has ha[rdly] been any reduction in inequality in the pattern of ownership hold[ings] between 1953-54 and 1959-60, in spite of the land reform legisla[tion] enacted during the period. In 1953-54, the top 1% householders ow[ned] 17%, the top 5% owned 41% and the top 10% of the househol[ds]

owned 58% of the ownership holdings. In 1959-60 these proportions were 16%, 40% and 56% respectively. The lowest two deciles of the households did not own any land either in 1953-54 or in 1959-60. Even during the Third Plan, the situation has not improved to any noticeable extent.

4. Consideration of these facts would underscore the need for defining with greater precision the needed integrated approach to the problem of the weaker sections and devising means to ensure that this central perspective informs the various processes of planning and implementation down to the field level. Such an integrated approach would indicate a three-pronged action *viz.* (a) measures to reduce disparity in income and wealth, (b) social service measures which will indirectly increase the real income of the weaker sections, and (c) measures which will directly improve their economic condition.

5. Effective implementation of land reform legislation and of the provisions of the Minimum Wages Act for agricultural labourers are among the measures that fall in the first category. The promotional role that Community Development agency and the Panchayati Raj bodies can play in this regard has been well recognised. Provision of a basic scale of amenities to the rural sector would come under the second category; some of its implications particularly at the level of Panchayati Raj institutions, are outlined in Agenda Item X.

6. Before considering appropriate measures aimed at direct improvement of the economic condition of the weaker sections, it would be necessary to arrive at a more precise definition of the term 'weaker sections'. The term should obviously include, in view of the provisions contained in Article 46 of the Constitution, all members of the Scheduled Castes and Scheduled Tribes. It is suggested that, in addition, it should also cover (a) agricultural labourers and landless labourers, (b) sub-marginal cultivators and tenants belonging to other communities, (c) nomadic tribes, and (d) traditional artisans, excluding master craftsmen.

7. Identification of agricultural labourers, landless labourers and nomadic tribes presents no problem. As regards traditional artisans, an ap-...priate definition is yet to be evolved. The category 'sub-marginal cul-...ors and tenants' does not also lend itself to a uniform definition appli-... to all States. In view of these considerations, it is suggested that the ...marginal and sub-marginal cultivators should broadly include those ... holdings are 1/9th or less of the maximum prescribed under the land ... legislation of the respective States. The State Governments have ... been addressed to review the existing definition of the term 'weaker ... and to introduce such changes as may be found necessary. The ...ence may offer its suggestions in regard to an appropriate and prag-...efinition of the term.

...Under any definition, the endeavour to make a significant impact on ...nomic condition of the weaker sections would necessarily have to be ... cooperatives, which offer the benefits of large scale organisation to ...uals with slender resources. That is not to say that the Community ...opment agency and Panchayati Raj institutions will not have their

own distinct role in improving the economic level of the weaker sections: ensuring that a suitable proportion of the resources of Panchayati Raj bodies is spent for the amelioration of the weaker sections; assistance to them to acquire, for instance, cattle, sheep and goats and other livestock, which would assure even an individual some steady source of income; provision of ancillary requirements on a preferential basis to those among the weaker sections who may have been allotted land free by the Government; a well directed approach to extend improved practices to small cultivators belonging to weaker sections; and selection of their fields for demonstration purposes by the extension staff are some of the measures that suggest themselves. Having regard to the compelling requirements of economies of scale, however, it is clear that the major initiation would have to be taken by cooperative organisations of members of the weaker sections.

9. In the paragraphs that follow, the approach to economic advancement of the weaker sections on the cooperative base is outlined under two broad heads, *viz.*, earmarking of funds in selected general programmes in the cooperative sector, and organisation of special cooperative programmes particularly suited to the weaker sections.

Earmarking of Funds

10. Attempts hitherto made in some States to earmark, out of the total Plan resources a fixed percentage of funds for Harijans and other Backward Classes have not made any discernible improvement in the economic condition of the weaker sections. This may be due to the fact that earmarking has not always been related to specific schemes in which the weaker sections have traditional skills or for which necessary skills could be easily developed. Further, adequate attention has not, perhaps, been given to adjust the criteria of viability of particular productive schemes—without detriment to their productive efficiency to suit the special requirements of the weaker sections. The Conference may consider the need for earmarking of funds for the weaker sections in select development programmes which lend themselves to efficient handling by the weaker sections in view of the traditional skills they possess. Such programmes might cover poultry, piggery, fishery, dairy, rural housing and non-mechanised transport.

11. In the Fourth Plan a sizable percentage of resources available
these schemes is sought to be reserved for the cooperative sector. Ou
the funds thus made available to the cooperative sector, a sufficient
centage of the assistance provided for individuals as subsidy or loan, m
earmarked for the weaker sections. It would, however, have to be en
that the objective of helping the weaker sections does not come int
flict with the no less important objective of increased production. V
view to maintaining this balance, the responsibility of the technical d
ments concerned would be to work out the content of schemes, thei
tion and other related technical aspects, including improvement of
of the weaker sections. Once these decisions have been taken, th
grammes could be implemented through cooperatives which would p
for a special reservation for the weaker sections. Whilst the cooper
would be composite societies comprising both weaker sections and o
the former should be assured of the benefit of earmarked funds.

12. The Conference may consider the following reservations which have been generally agreed to in formulating schemes for the Fourth Plan:—

Scheme	%reservation for the cooperative sector out of total plan outlay	%earmarking for the weaker sections out of col. 2
Poultry development	75	50
Piggery	75	50
Dairy Milk schemes	75	50
Fisheries	75	75
Non-mechanised transport	75	75
Housing (Urban)		
(1) Low income	30	75
(2) Slum clearance	50	75
Housing (Rural)	30	75

Special Cooperative Programmes

13. Besides reservation of funds in selected general programmes in the cooperative sector, as indicated above, it would also be necessary to promote certain types of cooperative programmes specially suited to the requirements of the weaker sections, particularly landless labourers and small farmers. Labour cooperatives, cooperative farming and agro-industrial functional cooperatives are among the special cooperative programmes that are suggested for intensive implementation.

(a) **Labour Cooperatives**

Labour coopertaives serve the weaker sections by providing them more employment opportunities. Such cooperatives are composed of agricultural labourers and landless workers, all of whom are under-employed for varying periods during the year. A pilot scheme for intensive development of Labour cooperatives in one district in selected States has already been ap-proved. Several suggestions have been made from time to time to im-ove the working of these societies, *viz.*, reservation of works, including se under the rural man-power programmes, exemption from the pay-t of security deposit, price-preference up to 5 per cent of the value in rd to tenders, regular fortnightly payments etc. These are in various s of implementation in the States.

ooperative Farming

n some States preference is given to Scheduled Castes and Back- Classes in the matter of allotment of Government waste land. The wise position is given at the *Annexure*. Even though some preference en to the weaker sections in alloting government waste land, it is to be l that mere assignment of a small plot of land to individual applicants d hardly have much impact on their economic uplift. Organisation of ble applicants in cooperatives and assignment of government waste land hese societies on a preferential basis would be necessary.

The working of cooperative farming societies, as assessed by the agro-economic research centres, has registered an overall improvement in the last year both in acreage and in adoption of improved practices and economies of production. The experience, however, has not been uniformly satisfactory. Provision of effective technical guidance to cooperative farming societies and treating the areas covered by them as "package areas" for intensive development is indicated. The Block organisation has a specific role in this behalf.

The Conference may also consider the feasibility of reserving for assignment to cooperative farming societies composed of weaker sections some portions of the large irrigated areas, like those under Tanga Bhadra, Chambal and Rajasthan Canal projects, where lands are now being auctioned.

(c) **Agro-industrial Functional Cooperatives**

Agro-industrial cooperatives broadly cover such activities as animal husbandry, dairy, poultry and fisheries, as also cottage and village industries allied to agriculture. The Conference may consider the folowing suggestions in this behalf:—

(i) A cooperative engaged in agro-industrial activities may be formed for a village or a group of villages, depending on the number of participants and the scale of activities to be undertaken. The main consideration would be that such cooperatives should have sufficient coverage and membership to achieve the necessary economies. They should also be able to receive adequate help in technical assistance, marketing facilities and supplies, and should, for the purpose, be linked with appropriate organisations at the higher levels.

(ii) It would be of advantage if specific activities are taken up by separate societies, depending upon the nature of activities, the size and the period of investment involved, financial risks etc. From this point of view any one of the activities referred to above can be undertaken by separate functional societies. Some of the programmes sufficiently allied to each other may, however, be combined into a single society.

To ensure the effectiveness of the implementation of the various mea sures indicated above, it would be necessary, as stated earlier, to remo the other major lacuna in the attempt thus far made, *viz.*, the absence of administrative machinery at different levels in exclusive charge of integra development of the weaker sections. Measures to remedy the situa are discussed under Agenda Item VII(i).

14. The Conference may consider the approach indicated above offer its suggestions.

ANNEXURE

[Enclosure to Agenda Item VII(ii)]

Position relating to allotment of Government waste land to the weaker sections.

Andhra Pradesh

No specific provision is made for giving priority to scheduled castes and scheduled tribes. Landless poor persons and political sufferers are given priority. The second priority is given to registered cooperatives societies of landless persons.

Assam

No priority to scheduled castes and scheduled tribes is given. Persons, whose lands are affected due to flood erosion etc., have the first priority. Landless persons have the second priority.

Bihar

Land is allotted only to scheduled castes, scheduled tribes and backward classes.

Gujarat

The Government waste lands are divided into two categories (1) scheduled areas and (2) non-scheduled areas. In the scheduled areas persons belonging to backward classes are given preference. Cooperative Joint Farming societies of backward classes have the third priority. The first two are existing ek-sali and agriculturists deprived of lands. In regard to non-scheduled areas cooperative joint farming societies of backward classes ultivators are given preference, after the existing ek-salis and agriculturists ho have been deprived of their lands. Individuals allotment to backward sses receives sixth priority.

mu and Kashmir

No specific provision is made for allotment of land to scheduled castes scheduled tribes. Lands are allotted to the landless and to uneconomic vators.

la

Preference is given to scheduled castes and scheduled tribes and military onnel. First preference is given to those who organise a cooperative ning society.

Madhya Pradesh

Landless military personnel has the first priority. Thereafter the following priority is prescribed:—

(a) According to the existing rules, second preference is given to cooperative societies of political sufferers, aboriginal tribes or harijans. However, a combination thereof is not permissible.

(b) Landless persons get third preference. Many joint farming societies have admitted landless persons in their societies.

Madras

Lands are allotted to landless persons and certain lands are reserved for scheduled castes.

Maharashtra

The priorities are similar to those prescribed in Gujarat. According to recent instructions, however the goldsmiths and the army personnel have the first priority; but persons who are already cultivating lands for 3 years are, not to be disturbed.

Mysore

Scheduled castes, scheduled tribes and political sufferers have the priority..

Orissa

Priority is given to scheduled tribes, scheduled castes and other backward classes.

Punjab

Scheduled castes receive priority.

Rajasthan

The landless persons have the priority. The State Government have recently decided to stop allotment of agricultural land to persons other tha[illegible] members of scheduled castes, tribes, other backward classes, goldsmit[illegible] and service-men up to the end of 1965. Applications of other persons a[illegible] to be kept pending till the expiry of this period.

Uttar Pradesh

Landless agricultural labourers enjoy the second priority, the first bei[illegible] educational institutions imparting instruction in agriculture. Cooperativ[illegible] cieties have the fourth priority. There is no specific mention about scheduled castes and scheduled tribes.

West Bengal

There is no specific mention about the priority for scheduled tribes scheduled castes. Cooperative farming societies of landless persons h[illegible] the first priority, and the second priority is for other landless persons.

Agenda Item VII : APPLIED NUTRITION PROGRAMME

The Applied Nutrition Programme is in operation in 183 blocks in the States of Andhra Pradesh, Kerala, Madhya Pradesh, Madras, Mysore, Orissa, Punjab, Uttar Pradesh, West Bengal and the Union Territory of Himachal Pradesh. In addition, the Programme taken up in 40 blocks in Uttar Pradesh under the expanded nutrition Programme is being continued. The plans of operation for Maharashtra and Delhi (12 blocks and 2 blocks respectively) are under signature. The plan of operations of Rajasthan and Bihar (10 blocks and 8 blocks respectively) are being finalised. The proposals of Assam, Goa, Manipur and Gujarat are being processed. A Statewise list of blocks in which the programme is under implementation and the number of blocks in which it would be taken up during the current year is at the *Annexure*.

2. An inter-State conference on Applied Nutrition was held in May, 1965, to review the progess of implementation, identify the areas which required further strengthening and to chalk out broad guidelines for the consolidation and expansion of the Programme. The Programme has been evaluated in Orissa, Andhra Pradesh and Madras. Besides, the Programme Evaluation Organisation has also conducted a current evaluation with focus on exmination of the educational aspect of the Programme and on suggesting directions for Programme improvement. The various aspects of the Programme are discussed in the paragraphs that follow in the light of the deliberations of the Inter-State conference and the findings of the evaluation studies.

General Principles and Approach

3. A review of past performance indicates three main lacunae in the implementation of the Programme. The coverage of the Programme is rather thin, which has resulted in a non-too perceptible impact on the level f nutrition and the nutritional habits. Secondly, each of the three-produc- on components of the Programme, *viz.,* horticulture, fishery and poultry s received a somewhat isolated attention. Thirdly, a popular base for the ogramme is still to be built up with the village school, the primary health tre and the associate organisations as the foci of implementation of the gramme. The Conference may consider the following general guiding ciples for consolidating and expanding the Programme in the future:—

(i) Concrete measures should be evolved for putting the programme on a self-sustaining and self-generating basis; for, the aim of the Programme will be defeated if the production units assisted under the Programme were to languish on the withdrawal of the assistance after the period stipulated in the plan of operations.

(ii) Steps should be taken to dovetail the different production components of the Programme with the overall schemes of development in these sectors in the States.

(iii) The entire Programme should be developed as a composite whole instead of treating the different production components as isolated activities.

(iv) A definite strategy should be worked out for spreading the Programme over villages in the selected blocks. It would be helpful if the coverage is initially limited to villages where the physical, human and institutional resources are available and the local organisations are keen and responsive.

(v) Vitalisation of youth and Mahila Mandals and institutionalisation of the production and the feeding components of the programme are basic pre-requisites to the success of the Programme.

(vi) There is need for maintaining an effective line of supervision and building up an appropriate mechanism of evaluation.

Production

Horticulture

4. Experience in different States has revealed the existence of various common problems. Non-availability of suitable lands for school gardens and community gardens, lack of irrigation facilities to most school gardens and lack of adequate and timely supply of seed, fertilisers and pesticides are some of the common problems faced by the States. Rigid insistence on a minimum area for community gardens has also proved to be a handicap. Proper maintenance of community gardens has posed a problem in quite a few States. The following measures for the improvement of the horticultural Programme are for the consideration of the Conference:—

(i) Irrigation facilities and fencing may be provided in all school and community gardens taken up under the Programme.

(ii) The garden should be suitably and carefully planned, so as t serve effective demonstration units.

(iii) Cropping patterns suitable to the area should be worked more systematically, keeping in view the agro-climatic fact the quality of land, dietary composition of the people in area in different seasons, etc.

(iv) The practice of supply of packages of seeds, fertilisers pesticides, according to the recommended cropping pat should be universally adopted in all the Applied Nut Blocks.

(v) Local production of certified quality seeds and seedlings sh be taken up without delay.

(vi) Establishment of processing units should be expedited, so t seed production could be put on a firm basis.

(vii) Arrangements may be made for stocking fertilisers to ensure supply in time.

(viii) A positive effort should be made to involve the school teacher in the horticultural programme as its prime mover. Proper measures should be devised to train and orient the school teacher suitably in this regard. A suitable system of recognition of meritorious work would also be necessary.

(ix) Members of the youth clubs should be encouraged to take up gardening as an economic project both collectively and individually.

(x) A few select Mahila Mandals may be encouraged to maintain small kitchen gardens under the supervision of the gram sevikas and the mukhya sevikas.

(xi) Suitable arrangements may be made for the periodical check-up of the tools and equipment utilised in the programme, particularly the pump sets.

(xii) School gardens may be included in the curricula of schools and of teachers' training institutes.

Poultry

5. A fairly high degree of mortality of birds in the initial stages, difficulty and delay in the replacement of dead birds, difficulty in the supply of poultry feed and delay in the construction of poultry sheds are some of the common problems faced by the States. Though the value of the deep-litter system has been well recognised, a great deal still remains to be done towards familiarising poultry farmers and extension staff with the technical and the managerial aspects of the system. Indifferent selection of poultry farmers for training has also hampered the progress of the programme. The fact that the type of sheds and equipment usually shown to the poultry farmers during training could not often be adopted in the villages is a factor affecting the effectiveness of training.

6. The Conference may consider the following suggestions for placing the poultry programme in the applied nutritions blocks on a self-sustaining basis:—

(i) Arrangements for balanced poultry feed may be made by the Government on a no-profit-no-loss basis.

(ii) The regional and the State poultry farms as envisaged in the plan of operations should be strengthened expenditiously to ensure an adequate line of supply of birds.

(iii) Availability of proper and adequate veterinary facilities should also be ensured in the applied nutrition blocks.

(iv) A suitable organisation, preferably on cooperative lines, should be developed for the marketing of eggs.

(v) Short-term training courses may be arranged for extension officers (Animal Husbandry) and some leading poultry farmers to familiarise them with the various technical and managerial aspects of the deep liter system.

(vi) The feasibility of arranging peripatetic training courses for poultry farmers, particularly women, should also be explored.

(vii) In training poultry farmers, the endeavour should be to show them the type of units and equipment which could be easily adopted in the villages.

(viii) Only those who have sufficient time, interest and capability to run poultry units on efficient lines, should be selected. It wil be better, if the sanctioned stipend is given to the trainees in kind —in the form of birds valued up to the stipend amount.

(ix) The needed literature on the deep litter system should be made available to serve as reference material to poultry farmers as a follow-up of the training programme.

Fisheries

7. As regards inland fisheries, in some States, the Gram Panchayats do not have adequate number of tanks to maintain an uninterrupted supply of fish to the feeding programme. In some places, the Gram Panchayats are reluctant to give a third of the catch for feeding in spite of the concessions given to them in the supply of fingerlings. Inadequate supply of fish seeds is another bottleneck. Arrangements for marketing also deserve greater attention.

8. As regards coastal fisheries, the programme has, in the first instance, been limited to five States, *viz.*, Maharashtra, Mysore, Kerala, West Bengal and Orissa. The list of equipment for the programme has been finalised and major equipment like marine diesel engines have also been procured. Plans for cold storage, ice plants, etc. are being prepared. The boats for the programme would be built in the departmental Boat Building Yards. Arrangements are also under way for selecting the agency to operate mechanised boats. In all the five States, the agency would be a cooperative.

9. The Conference may consider the following steps for strengthening the fisheries component of the programme:—

(i) With a view to encouraging the Gram Panchayats to give a third of the catch for the feeding programme, fingerlings should be supplied to them at one-fourth the normal rate.

(ii) Steps should be taken to provide nurseries in the blocks ther selves.

(iii) With a view to regulating supply or the feeding programı cast nets could be used instead of drag nets.

(iv) Proper institutional arrangements should be made to enable production programme to be self-propelling and either panchayats or the associate organisations would be the app priate institutions for the purpose.

(v) Suitable arrangements should be made for marketing fish throu fishermen cooperatives. Provision of a revolving fund wou also be necessary in this context.

(vi) The syllabi for the training of fishermen may be enlarged to include the utilisation of the equipment supplied under the programme, soil and water analysis, use of water pumps and packing of fish seed.

(vii) The trainees could be given a portion of the catch as an incentive as is being done in Uttar Pradesh.

(viii) In view of the large catches that are expected from the mechanised boats in the coastal fisheries programme, it will be necessary to work out details for the suitable processing and marketing of the catch and for fair and regular distribution of the fish in good condition to the beneficiaries.

(ix) A close system of follow up and periodical reporting should be established about the utilisation of equipment distributed under the coastal fisheries programme.

Feeding

10. The experience gathered in different States has shown that intermittence of supply, lack of a fixed habitat for the Mahila Mandals, lack of proper supervision and guidance for these organisations and lack of financial assistance to the Mahila Mandals to enable them to incur expenditure towards cooking, etc. are some of the common problems encountered. It has also been seen that there is scope for more active involvement of the Medical Officer of the Primary Health Centre and his staff in the feeding and the educational aspect of the programme. There has also been no uniform strategy in respect of the selection of beneficiaries.

11. The following measures for strengthening the feeding programme and for ensuring a better realisation of the educational objective of the programme are for the consideration of the Conference:—

(i) The process of selection of beneficiaries should not be hedged about with rigid procedures. The process of selection should, as far as possible, be institution-based, *i.e.,* the balwadis, the primary schools and the Primary Health Centres and their sub-centres should serve as the base for the selection of beneficiaries. The Medical Officer and his staff should be fully involved in the process.

(ii) As mothers generally have a resistence to accept the offer of supplementary food, if it is meant only for them, it would be desirable to have a "family approach" in supplementary feeding, as recently adopted in Uttar Pradesh.

(iii) The Mahila Mandals should not be viewed as mere agents of distribution. The demonstrational influence of these organisations in spreading nutrition education should be built up. For this purpose, it would be desirable to have two or three nutritional demonstration homes in each village.

(iv) With a view to enabling the Mahila Mandals to incur the necessary expenditure towards cooking, a community fund, in cash or kind, should be created by the joint efforts of the Panchayat, the local community, and if necessary, the Government.

(v) Steps should be taken to provide at least a temporary structure for the Mahila Mandals to carry out feeding programme.

(vi) The work of Mahila Mandals should be properly supervised by periodic visits of the Medical Officer of the Primary Health Centre and the District level officers of the Women's Welfare Department.

(vii) The Mahila Mandals should be offered guidance by the State Nutrition Officer and Mukhya Sevikas in the evolution and preparation of balanced menus based on local produce of nutritive value and proper cooking methods.

(viii) Full involvement of the Mukhya Sevikas and the Gram Sevikas in guiding the activities of the Mahila Mandals, both in the distribution of food and in spreading nutrition education, should be ensured.

(ix) The school feeding programme undertaken with CARE assistance should be effectively dovetailed with the feeding programme for children under the Applied Nutrition Programme.

Training

12. In the three Trainers' Training Institutes 242 Instructors have been trained. The total number of field level functionaries and voluntary workers to be trained in accordance with the various plans of operations of the States is 61,581. Of these, about 20,000 persons have so far been trained. The need for completing the training of all these functionaries in time has now become urgent. Transfer of trained official functionaries to non-ANP blocks and the absence of adequate training reserve have proved to be two major factors hampering the effectiveness and adequacy of the training programme. The need has also been felt for a proper system of built-in assessment of the training programme in the States.

13. The following measures designed to improve the effectiveness of training are for the consideration of the Conference:—

(i) Expeditious steps should be taken to complete the training for all the functionaries as stipulated in the plan of operations.

(ii) The syllabi for various categories of training should be periodi cally examined and revised in the light of field experience. Th is particularly important considering the fact that the objecti of the Programme is primarily educational.

(iii) Greater stress should be laid on job orientation and the praci cals aspect of training.

(iv) Wastage of trained manpower as a result of transfer of traine official functionaries to other jobs and to non-ANP block should be avoided.

(v) An adequate complement of training reserve may also be built up.

(vi) In each State a proper system should be evolved for evaluating the effectiveness of the training programme by assessing the reactions of the trainees and the trainers.

Evaluation

14. The need for building up a reliable system of reporting and an appropriate mechanism for evaluation by the States can hardly be overemphasised. The following measures are suggested in this behalf:—

(i) Primary reporting on the various aspects of the programme requires a more systematic pursuit.

(ii) At every level the progress data should be systematically analysed. This analysis could be done every quarter at the block and the district levels.

(iii) Besides this quarterly analysis, the monthly staff meetings at the block and the district levels should serve as forums for an informal evaluation.

(iv) Adequate arrangements should be made for an annual current evaluation of the programme by the State-level evaluation units.

(v) Besides the overall assessment of the programme, it would be necessary to undertake a specific survey of the impact of the programme on the level of nutrition and nutrition consciousness. The design for this study should be made by the State Nutrition Officer with the active association of the State Evaluation Organisation.

(vi) It would also be necessary to undertake a quick bench-mark survey which would provide base line information on health and nutritional aspects. This survey could elicit information on certain basic attituditional aspects as well.

ninistrative Coordination

5. The programme being of a multi-disciplinary character involving us agencies and departments, the need for full coordination between them is obvious. A review of the working of the coordination gements in different States has shown that whilst coordination has fairly well-established at the State level, the district and the block coordination committees require to be further activised. It has also found that the extension staff and the staff of the Primary Health es are so busy with their normal work that they do not find sufficient to do justice to their specific responsibility in the implementation of Applied Nutrition Programme.

16. The Conference may consider the following measures to bring about better coordination at various levels:—

(i) A full time senior administrator should be appointed in the State Secretariat to be entirely responsible for the implementation of the programme. He could also handle youth and women's programmes and training. This arrangement becomes particularly necessary in view of the expansion of the programme in the Fourth Plan.

(ii) A separate women officer for nutrition should also be appointed at the State level.

(iii) The Health Education Bureau should be strengthened and a closer liaison established between them and the Nutrition Cells.

(iv) A job chart may be prepared specifying the duties and responsibilities of the various functionaries at the State level in each of the departments connected with the programme.

(v) More effective functioning of the district and the block level coordination committees should be ensured. The District Collector should be given a specific responsibility in this behalf.

(vi) The work load of the different extension personnel should be assessed, and where necessary, the staff may be suitably augmented.

(vii) A job chart should be prepared to be followed by the different extension officers and the Mukhya Sevikas for strengthening and guiding the programme at the village level.

(viii) Fuller involvement of the Medical Officer of the Primary Health Centre and his staff in the implementation of the programme, particularly in organising feeding programmes and in respect of nutrition education, should be ensured.

(ix) Both in the matter of selection of block areas and finalisation of the content of the programme, the Zila Parishad and the Panchayat Samiti should be involved more fully than has been done hitherto in some States.

Activisation of Youth and Women's Organisations

17. In addition to the measures earlier suggested for ensuring fu involvement of youth and women's organisations in the implementatior the programme, the following measures may also be considered by Conference for activising these organisations:—

(i) The UNICEF assistance of Rs. 20 lakhs for aiding select y and Mahila Mandals in the Applied Nutrition Progra blocks should be utilised in full during the current fina year.

(ii) For this purpose the State Governments may take immed steps, where not done already, to select youth and Ma Mandals to receive assistance.

(iii) An appropriate measure of flexibility should be allowed in the utilisation of the UNICEF funds provided. States should be allowed to adopt, with the help of the funds provided, suitable programmes of work according to local requirements, consistent, however, with the objective of promotion of economic activities through group participation and subject to the assistance being extended in the shape of specific projects.

(iv) With a view to enthusing the youth clubs to assist more fully in the production programmes under the Applied Nutrition Programme, a portion of the land which may be under the control of the panchayat may be given to youth clubs for growing vegetables and fruits of their own choice.

Immediate Plan of Action

18. The improvements in the various components of the programme suggested should be reflected in an increase in overall programme efficiency within a stipulated period of time. This is particularly important with a view to consolidation of the programme in the existing blocks as the necessary base for its projected expansion to more blocks in the Fourth Plan. The inter-State conference made a specific recommendation, that the State Governments should draw up a phased programme to achieve an optimum level of functioning in each of the Applied Nutrition Programme blocks within a period of six months from then. The Conference may review the progress made in this behalf.

Approach to Fourth Plan

19. The possible additional coverage during the Fourth Plan has already been tentatively indicated as 1,000 blocks. The criteria for selection of additional blocks already endorsed by the last Annual Conference, envisage preference to blocks attached to training and academic institutions, Tribal Development blocks and blocks in other economically and nutritionally backward areas.

20. It was also intimated to the State Governments that during the Fourth Plan, central assistance could be made available in respect of certain omponents of the programme which did not form part of normal plan hemes, *e.g.*, provision of irrigation facilities for school gardens, assistance youth and Mahila Mandals, establishment of poultry units in schools, Proposals from the States are coming in. The Conference may indicate types of schemes which could be centrally assisted.

ANNEXURE

[Enclosure to Agenda Item VIII]

Applied Nutrition Programme: Statewise Coverage

State	No. of blocks taken up	No. of blocks proposed to be taken up in 1965-66
1. Andhra Pradesh	20	20
2. Assam	..	3
3. Bihar	..	8
4. Gujarat	..	7
5. Jammu & Kashmir	..	3
6. Kerala	5	..
7. Madhya Pradesh	9	..
8. Madras	7	2
9. Maharashtra	..	12
10. Mysore	6	..
11. Orissa	74	..
12. Punjab	20	..
13. Rajasthan	..	12
14. Uttar Pradesh	29*	..
15. West Bengal	10	..
16. Himachal Pradesh	3	..
17. Delhi	..	2
18. Tripura	..	2
19. Goa	..	2
	183	73

*Exclusive of the 40 Expanded Nutrition blocks.

Agenda Item IX : ADMINISTRATIVE PROBLEMS

(i) **Permanency of Block Staff**

The State Governments have, time and again, been requested to make the posts in Community Development Blocks permanent as in the Stage II pattern. The Central Government have already decided to make all the posts in the Community Development Blocks in the Union Territories permanent which are on the Stage II pattern and have been in existence continuously for not less than three years. The last Annual Conference reiterated that the staff in Community Development Blocks should be made permanent with a view to giving them a feeling of stability and security.

2. The reports received from the State Governments indicate that though there has been some progress in this regard, a large number of posts still continue to be temporary. This is particularly so in the case of Extension Officers (Industries). A statement indicating the position obtaining in different States, in respect of which information is available, is at the *Annexure*. The position indicated relates to varying points of time, varying from April 1964 to February 1965.

3. The Conference may review the position and suggest appropriate measures for the early implementation of the decision regarding permanency of staff.

ANNEXURE

[Enclosure to Agenda Item IX (i)]

Position regarding Permanency of Block Staff in different States

(Figures indicate total posts sanctioned/permanent posts)

Post	Andhra Pradesh	Kerala	Madras	Madhya Pradesh	Orissa	Uttar Pradesh	Punjab	Rajasthan
1. Block Development Officer	447/289	143/77	375/286	420	312	875/323	228/153	..
2. Extension Officer (Agri.)	447/289	N.A.	375/375	420	312	920/355	N.A.	313/113
3. Extension Officer (A.H.)	447/266	N.A.	375	420	312	578/19	N.A.	N.A.
4. Extension Officer (Coop.)	447/266	N.A.	375	420	312	875/329	N.A.	N.A.
5. Extension Officer (Panch.)	447/266	N.A.	364/57	420	312	920/355	229/153 (including SEOs)	N.A.
6. Extension Officer (R.I.)	447	N.A.	375	420	312	584	N.A.	184/164
7. Extension Officer (R. Eng.)	..	N.A.	375	669	312	875	229/139	N.A.
8. Extension Officer (S.E.)(Man)	447 } 266	N.A.	..	420	..	..	N.A.	N.A.
9. Extension Officer (S.E. Woman)	447 }		286/110	420	312/178	598/52	226/139	N.A.
[illegible]	[illegible]70/532	1430/770	..	4200/3328	3120/1780	8975/3320	2286/1541	N.A.

[illegible]	[illegible]	286/154	750/106	872/665	624/356	1235/224	458/308	N.A.
12. Progress Assistant . .	447/266		Posts withdrawn	436/332	312/178	875	..	149/119

Andhra Pradesh : The State Government have decided to make 90% of the posts existing for 3 years and more, permanent.

Madras : The State Government are considering proposals to make 77 posts of Extension Officer (Coop.), 258 posts of Extension Officer (Ind.), and 373 posts of Extension Officer (R. Eng.) permanent. Enrolment of Extension Officer (Panch.) in a regular cadre is also contemplated.

Madhya Pradesh : There is no separate cadre of BDOs in the State. All the BDOs are recruited on deputation from the respective parent departments. Similar is the case with Extension Officers. The respective departments are taking steps to make posts permanent pursuant to the decision of the Government to make 80% of the temporary posts permanent.

Mysore : 50% of the posts of Gram Sevaks, Gram Sevikas, S. E. Os and Mukhya Sevikas have been made permanent. A decision has been taken to make 75% of the posts permanent.

Orissa : Action is being taken to make the posts of DBOs and Extension Officers permanent.

Agenda Item IX: ADMINISTRATIVE PROBLEMS

(ii) Weeding out of unsuitable staff

An essential pre-requisite to the improvement of the quality of performance of the extension staff is to provide a machinery for weeding out those who, due either to lack of capacity or the required temperament, are unsuited to the task. The need for eliminating incompetent staff has been repeatedly stressed by series of Development Commissioners Conferences since 1955 onwards. The Annual Conference last year had also reiterated the need for a systematic replacement of inefficient staff. The question of evolving a systematic procedure of periodic assessment at different levels as the basis for eliminating unsuitable personnel, was also taken up with the representatives of the State Governments during the last Annual Plan discussions. Constitution of assessment committees at different levels to grade the various categories of extension staff was suggested to them.

2. Some States have already taken action in this regard. In Madras, Mysore, Uttar Pradesh, Madhya Pradesh and Himachal Pradesh regular screening committees have been constituted for the purpose. In Madras, there are regular assessment committees at the district level which send half-yearly reports to the Government for scrutiny. If any of the temporary Block Development Officers are found unsuitable on the basis of this evaluation, they are reverted to their parent departments; there is, however, no such system of evaluation of the work of other categories of the extension staff. The Mysore Government has set up a screening committee at the State level for assessing the suitability of Block Development Officers. Similar committees function at the district level for Extension Officers and Village Level Workers. In Uttar Pradesh, a screening committee comprising three Assistant Development Commissioners have examined the service records of temporary Block Development Officers. Based on their findings, the services of 19 Block Development Officers have been terminated. In Madhya Pradesh, there are screening committees at the State and Divisional levels for assessing the performance of Social Education Organisers, Village Level Workers and Gram Sevikas who have not been confirmed. In the case (Block Development Officers, no such procedure exists, but those who a found unsuitable are reverted to their parent departments. In Himac Pradesh, a screening committee headed by the Commissioner for Agri tural Production has been constituted to take up the task of weeding inefficient personnel on the one hand and identifying persons of outstan merit for promotion and special awards on the other.

3. In Orissa, though there is no screening committee, some evalu is done at the district level of the work of all categories of extension They are divided into four categories for the purpose. A system of ' cards' has been introduced in the Punjab. This system of evaluation into account the efforts put in by the extension personnel in the field

agricultural production. In Andhra Pradesh, Rajasthan and Gujarat, unsuitable Village Level Workers and Gram Sevikas are weeded out in the training centres. Bihar has issued standing instructions that those Village Level Workers who have shown persistent poor performance for three consecutive years are liable to be removed from service.

4. The other State Governments are considering the constitution of screening committees.

5. The Conference may review the present position obtaining in different States and suggest measures for formulating a basic system for the gradation of all categories of extension staff and weeding out the unsuitable and the inefficient.

Agenda Item X: COMMUNITY DEVELOPMENT IN THE FOURTH PLAN

In a historical perspective, three phases in the progress of Community Development could be identified:

(i) establishment of a coordinated structure of extension services and the provision of a minimum frame of development;

(ii) creation and development of democratic institutions at the district, block and village levels to take over the responsibility for development; and

(iii) promotion of systematic integrated planning at the local levels to help realise the maximum development potential of each area.

2. With the coverage of the entire country by Community Development Blocks, the first phase was completed. A general appraisal of the first stage of Community Development would indicate that it has proved to be a valuable aid to general economic and social development. By the provision of a coordinated structure of the extension team, at a point reasonably accessible to the village people, it has helped generate a many sided inter-acting advance—a comparatively small number of specialists in different fields transmitting knowledge to many villagers, stressing local initiative and voluntary action to the maximum possible extent. Community Development has thus created over time, a certain groundswell of community enthusiasm for economic development. By helping the tradition-bound local community to overcome resistence to change, the Community Development movement has made its own impact on people's attitudes which are usually the decisive factor within the range of the possible. As for physical achievements, even the minimum programme hitherto implemented has contributed to the process of community capital formation, particularly the construction of approach roads, drinking water wells and provision of other infrastructure items.

3. The very process of the working of Community Development Blocks was partly responsible for the establishment of new people's representative institutions at the local levels and strengthening the existing ones. The first phase of Community Development thus set the stage for the second, *viz*. the creation and development of Panchayati Raj institutions. The Thir Five Year Plan Report, recognising the potential contribution of these ne institutions to economic and social development, expressly laid down th one of the principal tasks in the Plan period would be to ensure the grow of Panchayati Raj institutions to enable each area to realise its maximu development potential. Panchayati Raj has accordingly been extended a consolidated in many ways during the Third Plan period. A sizeable pr portion of various sectors of development—commodity production, provisio of amenities, welfare measures and creation of economic and social ove heads—has been gradually entrusted to Panchayati Raj institutions. In fac

realisation of the four basic elements in the National Plan effort, *viz.*, increasing farm output, diversification of the rural economy, increasing employment opportunities for the rural manpower and improving the levels of living of the rural population, already falls within the ambit of Panchayati Raj bodies. Recognising the onerous role cast on these bodies in integrated rural development, the memorandum of the draft Fourth Five Year Plan, endorsed by the National Development Council, indicated that Panchayati Raj institutions should be enabled to assume larger responsibilities for planned development and to harness manpower and other resources in rural areas.

4. So far the Community Development agency has been, in the main, engaged in the provision of a minimum frame of development in the rural areas: Panchayati Raj institutions have, to the extent of the powers, responsibilities and resources devolved on them, been acting as agencies of rural development. Now, with the coverage of the entire country under the minimum schematic programme, and the introduction of Panchayati Raj in almost all the States, the Fourth Five Year Plan should usher in the third phase of Community Development, *viz.*, promotion of systematic integrated area planning at the local levels with a view to realising the maximum development potential of the respective areas. The Community Development organisation down the line, and Panchayati Raj institutions at the different tiers would, in sum, have to assume the role of promoters of the transition from the provision of a minimum frame of development to the implementation of a fulled integrated development of the countryside.

5. The Conference may consider the conceptual, organisational and institutional implications of the new phase of Community Development outlined in the paragraphs that follow.

Integrated view of the Rural Sector at the National and the state Levels

6. Integrated planning at the area level should naturally be preceded by an overall view of the requirements of the rural sector as a whole at the National and at the State levels. Indeed, this perspective should inform [the] planning process in all its stages.

7. The need for an integrated view of the rural sector arises out of the [fact] that in spite of some definite benefits which the rural sector has received [in the] implementation of the three plans, its requirements still remain com[pulsi]ve. In the field of education, the gains of the rural sector have been substantial; per capita expenditure in rural areas more than doubled between 1950-51 and 1959-60, whilst the corresponding increase in [the ur]ban sector was only 80% over the period. As against the enrolment [figure]s in the rural areas at the primary, middle and secondary stages of 157 [lakhs,] 23 lakhs and 6 lakhs students in 1950-51 respectively, the corres[pondi]ng figures at the end of the Third Plan are likely to be 421 lakhs, 78 and 24 lakhs. In the fields of certain other basic amenities and [servic]es, however, particularly in the fields of communications, market [facilit]ies, medical facilities and drinking water supply the position causes [conce]rn. The statement at the *Annexure* would illustrate this. More than [...] of the villages are at a distance of more than 5½ miles from a metal

road. About 8% of them are as distant as 20 miles. More significant is the lack of market facilities. A little over 65% of the villages are at a distance of more than 5½ miles from a market centre and 40% of the villages are more than 10 miles away. Medical facilities are similarly inadequate. Only in 2% of the villages is there a qualified doctor. About 50 per cent of the villages have a doctor living more than five miles away; and for 10% of the villages, medical facilities are more than 20 miles distant. On a rough survey of the drinking water supply facilities covering about 2,50,000 villages, it was revealed that there was inadequate water supply in about 65,000 villages and no source of drinking water supply in 49,000 villages.

8. Two main factors go to underscore the need for making adequate provision for social services and welfare measures for the people living in the rural areas. According to a recent survey, even by 1975-76, the lowest 20% of the population cannot be ensured a minimum per capita consumption of Rs. 20 per month. The concentration ratio as regards the remaining 80% of the population will also remain unchanged for at least a decade to come. A very sizeable percentage of the persons to whom the national minimum visualised will still remain a distant dream live in rural areas. The one major remedial measure in the immediate future is thus to implement social service measures which will indirectly increase the real income of the poorer sections of the village community. Secondly, even from the stand point of productivity, there is a strong case for raising the levels of education, health and hygiene in the rural sector and for improving rural communications. The minimum provision of educational and health services in rural areas may well be regarded as an input required for the minimum performance by the labour units. From this point of view, a considerable amount of expenditure on Education, Health, Water supply, communications, etc. could be treated not as welfare expenditure but as investment expenditure. Implementation of what may be called a predominently "communications-services" plan, particularly in the backward pockets of the rural areas, would go to provide the necessary infrastructure without which no break-through in development can be expected.

9. If this is to be realised, it is necessary to take an integrated view of the overall requirements of the rural sector in this behalf at the national and the state levels. This view should be reflected in specific indications of separate outlays for the rural sector under the respective heads of develop-ment in the State Plans. These, together with the non-plan funds und different heads, would constitute the financial framework for the Panchay Raj bodies as a whole in the States. On the basis of this framework, e Zila Parishad/Panchayat Samiti (according to the pattern of Panchayati obtaining in the State) should be given an indication of the principles which allocations will be made to them and the additional resources exp ed from them. This would set the pace for active association of the chayati Raj institutions in the implementation of an integrated plan for rural areas. In implementing economic programmes—particularly th designed for the rehabilitation of the weaker sections of the village munity—forming part of the scheme of composite rural development Community Development agency and the Panchayati Raj institutions, sho work in concord with cooperative organisations which are progressiv emerging as the principal base of organised economic life.

Operational Aspects

10. Operationally, the role of the Community Development agency and the Panchayati Raj institutions in attempting implementation of an integrated plan for the rural sector—including commodity production, provision of amenities and services and utilisation of manpower—would specifically mean the following, besides the general mobilisation of men and resources for the implementation of various sectoral plans.

(i) provision of essential amenities and services in the rural areas consistent with the availability of resources;

(ii) expansion of certain special programmes that have proved successful in a limited area during the Third Plan;

(iii) ensuring a balanced growth of the rural economy and a balanced development of the village community;

(iv) intensive implementation of various production programmes suited to the areas concerned, so as to exploit to the maximum extent the growth potential of a diverse nature obtaining in different areas;

(v) development of plan techniques at the local levels; and

(vi) steadfast efforts at training and concentration and strengthening of voluntary agencies and associate organisations.

11. The Conference may consider the following approach indicated for each of these sectors.

Provision of Basic Amenities

12. Whilst finalising the state plans, a systematic analysis should be made of past performance and future projections in respect of basic amenities and services in the rural sector like water supply, education, health and sanitation, communications, etc. The outlay for these sectors to be expanded in the rural areas should be separately indicated, based on the specifications of outlays for the rural sector made at the national level. The State Governments should, on the lines recommended by the last Annual Conference, prepare a five year 'sub-plan' for all the Panchayati Raj institutions in the State as a whole, so that these bodies would know in advance the availability of financial inputs from the State Government for providing these amenities nd services. With this knowledge, these local institutions should set a five ear target for themselves for local resource-mobilisation to meet, to the aximum extent, the needs of their respective areas in regard to provision basic amenities and services.

pansion of Special Schemes

13. Two important schemes undertaken in a limited area during the rd Plan are the Applied Nutrition Programme and the Rural Works gramme. These are to be expanded during the Fourth Plan as part of egrated development of the rural sector. The criteria for expansion to w areas will necessarily have to be consistent with the overall objective of lanced growth of the rural sector.

14. The proposals for expansion of the Applied Nutrition Programme are considered under agenda item VII.

15. Extension of the coverage of the Rural Works Programme is discussed under agenda item V. As stated therein, the scope of the programme in the Fourth Plan would be not only to provide employment to the rural working force on the basis of existing skills, but a pointed endeavour would be made to improve their skills. A programme of deliberate creation of skills would be an integral part of the Rural Manpower Programme during the Fourth Plan. This new focus should give rise to the force of self-generation which is the true characteristic of development planning. The attempt at diverse skill formation and skill improvement should ease the inevitable transition of large manpower in the rural areas from agriculture to secondary and tertiary activities. The success of this new aspect of the programme as a work-*cum*-training programme would obviously depend on the extent to which development works of various departments in the State are executed through the work-*cum*-training camps of rural youth organised for the purpose under the programme of rural manpower utilisation. The concerted steps to be taken in this behalf would include careful planning and spacing of the various works programmes taken up by different development departments at the area level.

Correction of Imbalances

16. One important aspect of integrated planning for rural development would be the assurance of balanced growth of the rural economy, correcting imbalances and removing constraints where they are very much pronounced. Two lines of action are indicated in this regard.

17. Firstly, an attempt should be made at accelerated development of retarded areas. Removal of the handicaps of these pockets which come in the way of their development thus becomes necessary. This would mean provision of certain infrastructure facilities on an augmented basis in these areas according to their special requirements, so that a favourable and responsive climate for normal development is created. This aspect should be clearly reflected in the State plans as well as in the local plans for the respective areas. As investments undertaken for correcting the imbalances of retarded areas would be based largely on utilisation of local human and material resources. Panchayati Raj institutions and the Community Development agency have a vital role to play in bringing this about.

18. Secondly, special attention should be given to rural areas surroun
ing growing industrial centres, so that any possible imbalance in develc
ment is corrected. There are certain rural areas condusive to rapid grov
due to proximity to big industrial centres, land reclamation areas, min
projects, etc. A special rural-*cum*-town development effort for these a
is indicated. The endeavour should be to pave the way for an integr
and balanced agro-industrial economy, whereby the urban centre is ass
a rewarding contact with rural life and the rural areas get the benefi
substantial urban amenities and values. Such a plan should include—

(a) a scheme of economic development with accent on allocatio ancillary industries;

(b) a plan for rational physical growth of the township; and

(c) provision of amenities on the requisite scale.

19. The local plans for the concerned areas should contain in themselves a special plan of rural-*cum*-urban development for such areas.

20. Besides correcting imbalances as between regions, it would also be necessary to correct the existing inbalances between different sections of the village community. Special care for the welfare of the weaker sections becomes relevant in the context. Measures in this behalf have been suggested under agenda item VI(ii). Accurate identification of the categories comprising weaker sections, earmarking of funds under various productive programmes to be spent for the benefit of the weaker sections, special measures involving organisation of cooperatives for them and strengthening the administrative resources for the purpose are broadly the lines of action that suggest themselves in this behalf.

Implementation of Intensive Programmes

21. Whilst the imbalances of particularly backward areas are to be corrected, it is necessary at the same time to ensure fuller development of those areas which have a good potential for growth. Even during the Third Plan, specialised efforts have been made for intensification of various aspects of community development in areas which have a favourable climate for the purpose. The IADP experiment, intensive agricultural areas programmes, intensive development of poultry and fishery, rural industries projects are cases in point. During the Fourth Plan, a more systematic identification should be made of those areas which have a good potential for different aspects of development and to promote productive programmes in such areas with an intensity of financial, technical and organisational resources. The classification of blocks into three categories suggested by the Mukerjee Committee and endorsed by the last Annual Conference, *viz.*, those where impact programmes of agricultural development can be taken up, those where agriculture is precarious but there is considerable potential for animal husbandry, dairying, etc. and those where programmes of water and land development are to be first undertaken before intensive productive programmes become feasible, is a significant step in the direction of intensive development of different programmes as suited to the areas concerned. Local area plans would follow this categorisation in the production plans.

rocess of Planning at the Area Level

22. Systematic and realistic area planning at the district and block levels a necessary prerequisite to integrated development of the rural sector. deed, only in the context of evolving composite area planning can mmunity Development find its adequate scope and proper focus. The ft memorandum of the Fourth Five Year Plan has stated that the scope the District Development Plan should be wide enough to comprehend hin itself the totality of the development activities that can be taken up he district level. Only if such an approach were adopted can area plan- g be a basis for coordinated growth, realising the long-term objectives of mmunity Development without being a mere aggregate of sectoral in- stments. Three basic factors are to be kept in mind in the preparation integrated area plans.

23. Firstly such plans should be based on intensive local surveys with the full involvement of the local democratic institutions so that the plan will have the benefit of "the inputs of local thought"; secondly, some broad indications of physical targets and financial and other inputs that could be made available to the district authorities should be given by the State Government well in advance; thirdly, in each local area plan, there should be harmonious inter-relationship between the three basic components of the Plan, *viz.*, framework of social and economic overheads, conservation and development of resources and production possibilities. The methodology endorsed by the last Annual Conference and further spelt out in the draft memorandum of the Fourth Plan has been communicated to the State Governments. They are in the process of selecting two districts in each State for conducting surveys as preliminary to the preparation of integrated local plans. The cost of these surveys will be wholly met by the Central Government. As endorsed by the last Annual Conference, formation of a broad based district level planning committee for the selected districts, creation of planning wings at the district level and association of research institutions, etc. in the process of planning are some of the measures contemplated.

24. The endeavour in the Fourth Plan should be to evolve proper techniques of local planning in these selected districts, to extend them gradually to other districts for adoption, to provide for an institutional base for training citizen leaders in the concept and techniques of local planning, and to undertake pilot projects for investigating certain problems thrown up by the initial survey undertaken and for testing out the validity of hypotheses on which the plan perspective is based. Ensuring complementarity between urban and rural development in the area, correcting imbalances in the economy and in the social structure, ensuring intensive development of those areas which have a favourable growth potential, and providing for the maximum utilisation of human and material resources of the area both for development and for welfare, would have to be adequately taken care of by the processes of planning at the area level.

Training and Education and Strengthening of Voluntary and Associate Organisations

25. A plan of development is but a framework of a pattern of action Discerning and willing participation of the people is the measure of i success. This is particularly important in the context of the processes democratic planning envisaged at the area levels for the corelation of loc plans to local needs within the ambit of national goals. The need thus ari for a massive effort at social education—education in the wider sense wh is more than a formal understanding of immediate needs and obligations issues of current interest. Development of good functional leadership in villages will have to be a necessary part of this endeavour.

26. Equally important is a rigorous process of training for the pu servants and elected representatives of Panchayati Raj institutions. programme of training should aim at bringing the officials and non-offic together, cutting across barriers an orienting both for the tasks that lie ahe Constant review of the different training programmes and arrangements periodic refresher courses are relevant in the context.

27. For the village people to work together in a climate of confidence, it is necessary to provide wider and larger opportunities for the weaker sections. In this behalf, voluntary organisations have a pre-eminent role. They should grow in strength and dimensions, fulfilling tasks related both to the needs and the goals of the people. The demands of the future invest these organisations with a new deep significance.

28. It is to be noted that quite a few of the village people hesitate to come forward. Also they tend to lay emphasis for obvious reasons on the immediate and the personal. In developing their capability of participation and in widening their perspective, associate organisations of village Youth and Women have a vital role. Planned development of these social organisations, particularly around economic activities of practical benefit to the villagers, would thus have to be one of the basic endeavours.

Institutional Arrangements

29. With the increasingly active association of Panchayati Raj institutions with the very process of economic growth and social development, it would be seen that the participants in the national plan effort are no longer only the Centre and the States, but also Panchayati Raj institutions whose involvement in the entirety of the planning process—plan formulation, resource mobilisations and plan implementation—has to be recognised, encouraged and strengthened. Integrated development of the rural sector visualised during the Fourth Plan calls for vast mobilisation of mass effort which would be well nigh impossible without the active participation of the Panchayati Raj institutions in the process. The following broad suggestions are offered for strengthening these institutions and to enable them to fulfil their expected role :

(i) In some states, the sectors of development allocated to Panchayati Raj bodies are less than the totality of the programmes that can be undertaken and implemented at the local levels. The position will have to be closely reviewed and the inadequacies rectified.

(ii) In spite of repeated reiterations, an effective and well-coordinated inter-departmental effort to channelise all schemes which are capable of execution at the local level through the Panchayati Raj institutions, has not been fully achieved even within the sectors of development agreed to be transferred to the Panchayati Raj bodies. As already recommended by the last Annual Conference, the State Governments should take an overall view of the aggregate of schemes and resources that are to be transferred to Panchayati Raj institutions and effectively transfer them in time so that these local bodies will be able to integrate the various functional plans of different development departments into organic area plans. Indeed, the absence of a clear indication of the financial inputs that they could expect to get from the State Governments has been a major reason why Panchayati Raj institutions have not been able to size up the magnitude of resources that they have to raise themselves.

(iii) As recommended by the last Annual Conference, again, the State Governments should have a financial framework for the

Panchayati Raj bodies as a whole in the state for the entire Five Year period as part of the States' Fourth Plan. This financial framework, which may be called a sub-plan for the Panchayati Raj institutions as a whole in the State, may have a built in scheme for matching assistance, equalisation grants, incentive grants, etc.

(iv) It may also be that though legislative provisions are indicative enough of the role of Panchayati Raj institutions in economic and social development of the rural areas, certain executive instructions and financial procedures may tend to have a restrictive effect. The position will have to be reviewed and the lacunae and constructions, if any, removed.

30. The Conference may consider the approach for the Fourth Plan outlined above and offer its suggestions.

ANNEXURE

(Enclosure to Agenda Item IX)

Percentage distribution of villages by distance from the nearest place of facilities available

Facility	Within village	upto 1½ mile	Between 1½ to 3½ miles	Between 3½ to 5½ miles	Between 5½ to 10½ miles	Between 10½ to 20 miles	Above 20 miles	Information not available
1. Railway Station	0·7	5·3	10·5	9·2	17·0	16·9	34·7	5·7
2. Post office	9·3	23·8	31·9	14·3	11·2	4·1	1·5	3·9
3. Telegraph office	0·7	3·6	12·2	14·2	27·8	22·6	14·4	4·5
4. Metalled Road	10·9	18·2	20·7	12·3	15·9	9·6	7·8	4·6
5. Whole-sale Market	0·3	3·7	11·5	12·5	25·6	23·9	17·5	5·0
6. Primary school	38·8	35·1	13·8	3·2	2·3	0·5	0·4	5·9
7. Middle school	3·9	15·3	13·0	14·1	14·7	7·9	2·8	18·3
8. Hospital	0·7	4·7	12·3	15·3	26·4	22·2	13·5	4·9
9. Dispensary	1·8	6·7	17·2	15·4	19·0	15·4	10·2	14·3
10. Qualified doctor (graduate or licenciate)	2·0	7·6	16·4	16·1	25·5	16·9	9·8	5·7
11. Veterinary hospital/centre	1·6	4·9	12·2	14·8	27·4	23·4	10·6	5·1

Sources : N.S.S. Fourteenth round reference period July '58 to July, 1959.

PART II

SECTION I

MAIN RECOMMENDATIONS OF THE CONFERENCE OF STATE MINISTERS OF COMMUNITY DEVELOPMENT AND PANCHAYATI RAJ HELD AT SRINAGAR ON THE 28TH AND 29TH JULY, 1965

I. REVIEW OF ACTION TAKEN ON THE IMPORTANT RECOMMENDATIONS OF THE PREVIOUS CONFERENCE

1.1. The Conference reviewed the action taken on the more important recommendations of the last Conference of State Ministers of Community Development and Panchayati Raj and made the following observations:—

1.1.1. States which were still considering the proposal should expedite their decision on appending to the state budget, an abstract giving a consolidated picture of the various financial inputs that would be made available to the Panchayati Raj Institutions.

1.1.2. Broad guidelines for the conduct of surveys in the districts selected for formulation of comprehensive integrated district plans should be circulated to the State Governments by the Ministry in a month.

II. CONSIDERATION OF THE RECOMMENDATIONS OF THE ANNUAL CONFERENCE ON COMMUNITY DEVELOPMENT AND PANCHAYATI RAJ HELD FROM THE 24TH TO 26TH JULY, 1965

The Conference considered in detail the recommendations made by the Annual Conference on Community Development and Panchayati Raj and accepted them subject to the following:—

2.1. **Panchayati Raj: Scope, Content and Approach** [**Agenda Item II(i)**]

2.1.1. As regards the recommendations of the Consultative Council on Panchayati Raj that the expression 'Village Panchayat' occurring in Article 40 of the Constitution be interpreted by convention to include Panchayat Samitis and Zila Parishads, the legal implications of the proposal should be further gone into. If there is no legal bar to the acceptance of the proposition, the recommendation of the Consultative Council should be forwarded to the State Governments for consideration.

2.1.2. A small expert group consisting of both officials and non-officials should be set up to suggest ways and means of ensuring effective implementation of development schemes by Panchayati Raj Institutions and to prescribe criteria for ensuring efficiency in performance.

2.2. Panchayati Raj: Mode of Election [Agenda Item II(ii)]

2.2.1. M. Ps., M.L.As and and M.I.Cs may be *ex-officio* members* of the appropriate Parishads and Samitis, without right to hold office. As regards their right to vote, the State Governments may decide the issue according to local circumstances and experience.

2.2.2. There is no necessity to provide institutional representation for cooperatives on Panchayati Raj bodies. It should, however, be possible to associate cooperative institutions with production plans by coopting their representatives on appropriate functional committees.

2.2.3. An evaluation may be made of the relative merits of election of the Sarpanch directly by the Goan Sabha and indirectly by the Panchas before taking a final view as to the superiority of either system.

2.2.4. The cooption of women and members of scheduled castes and scheduled tribes to the Samiti and the Parishad may be by simple majority vote instead of by single transferable vote.

2.2.5. Non-refundable nomination fees, instead of security deposits, may be recovered from candidates contesting elections to village panchayats.

2.2.6. For election as Sarpanch, and member or office-bearer of a Panchayat Samiti or Zila Parishad, ability to read and write the local language should be laid down as a minimum qualification.

2.2.7. The State Governments may in the light of local condition decide on the desirability or otherwise of offering incentives for unanimity in Panchayati Raj elections.

2.2.8. It is desirable to entrust supervision of Panchayati Raj elections to the Chief Electoral Officer. The State Governments may, however, take a decision in the light of their over-all administrative set-up.

2.3. **Panchayati Raj: Finances [Agenda item II(iii)]**

2.3.1. Where levy of certain taxes, like house tax, profession tax and vehicle tax by the Panchayats is not already compulsory, the State Governments may consider the need for making it so.

2.3.2. As regards sharing with Panchayati Raj institutions the proceeds of certain taxes, like road tax, sales-tax, stamp duty, entertainment tax etc., the State Governments may take appropriate decisions in the light of local conditions.

2.3.3. The State Governments may transfer the entire or a substantial portion of the proceeds of land revenue to Panchayati Raj institutions together with appropriate programmes.

2.3.4. Besides examining how best the existing institutions like the Small Scale Industries Corporation could give capital assistance to the Panchayati Raj bodies for building remunerative community assets and besides exploring the possibility of setting up a revolving fund with the tripartite participation of the Centre, the State and the Panchayati Raj institutions, State Governments could also give loans or grants for the purpose.

*This view was not concurred in by Maharashtra.

2.3.5. There need be no bar against Panchayats engaging themselves in commercial or agro-industrial activities.

2.4. **Panchayati Raj: Audit [Agenda Item II(iv)]**

2.4.1. It would be desirable to have supplementary independent test check of the accounts of Samitis and Zila Parishads by the Accountant General, besides the audit conducted by the Examiner of Local Funds Accounts, provided the test check could be made by the Accountant General free of charge.

2.4.2. The annual administration report of the State Department and or Zila Parishads should incorporate the annual audit report of the Examiner of Local Funds Accounts as also the findings of the test check by the Accountant General.

2.5. **Panchayati Raj: Incentives and Safeguards [Agenda Item II(v)]**

2.5.1. The following scheme of relative weightage for various indicators may be adopted in assessing the over-all performance of Panchayati Raj institutions:

Item	*Marks*
1. Agricultural Production (includingAgricultural cooperatives)	40
2. Weaker Sections	15
3. Mobilisation and Utilisation of Human Resources	15
4. Family Planning	15
5. Cooperation (other than agricultural cooperatives)	5
6. Other indicators	10
Total	100

2.5.2. The following recommendation of the Annual Conference may be deleted:

> "Powers of recruitment, appointment, promotion and disciplinary action in respect of the staff of the Panchayati Raj institutions should vest in an authority independent of the elected wing of these institutions.

2.5.3. For the selection of the staff of Panchayati Raj institutions in the district, a selection Committee consisting of both, officials and non-officials may be constituted.

2.5.4. Powers to appoint, promote and initiate disciplinary action, conduct enquiry and award punishment to officials working in Panchayati Raj institutions should vest in the appropriate officers.

2.5.5. The following recommendation of the Annual Conference may be deleted:

> "Confidential reports of officials working under Panchayati Raj institutions should be written by the appropriate official authorities. The proformae of the reports should be so designed as to lay emphasis on specific job-performance. As regards the Block Development Officer/Chief Executive Officer of the Zila Parishad, an assessment of his work by the President, Panchayat Samiti/Chairman, Zila Parishad should be obtained separately and taken into account by the reporting officer, but not incorporated as such in the confidential report."

2.5.6. Prescribed official authorities should have the emergency powers to suspend the resolutions of Panchayati Raj institutions.

2.5.7. The Sarpanch of a Panchayat should not keep any cash balance with him beyond a certain prescribed limit; he should deposit it in cooperative or other banks.

2.6. **Panchayati Raj: Administrative Relationship: [Agenda Item II(vi)]**

2.6.1. The following recommendation of the Annual Conference may be deleted:

> "There should be no disciplinary control by the non-official Chairman over the official functionaries."

2.6.2. The following recommendation of the Annual Conference may also be deleted:

> "The officers below the level of Block Development Officer should issue all orders and the communications only through the B.D.O. Any reports or intimations to be sent by the administrative or technical officials to the higher hierarchy above should be through the B.D.O. Further, if during the course of inspection any technical officer thought it necessary to give instructions to the corresponding Extension Officer or V.L.W., all such instructions should be sent to the B.D.O. The B.D.O. would be the local official to carry out the instructions of district heads of departments."

2.6.3. Correspondence between the heads of development departments or their deputies at the regional level and the concerned district officers should normally be through the Chief Executive Officer of Zila Parishad. Where the correspondence is direct, copies of the communications should be endorsed to the Chief Executive Officer.

2.6.4. The following recommendation of the Annual Conference may be deleted:

> "The Conference took note of the Prime Minister's view regarding the pre-eminent role of the Collector in the district and felt that this could be secured in two ways, *viz.*, either by making the Collector the chairman of the Zila Parishad or by making him a member of the Zila Parishad and chairman of its standing committees. Where the Chief Executive Officer of the

Zila Parishad was of the rank of a Collector, the position which the Collector should occupy *vis-a-vis* Panchayati Raj could be occupied by the Divisional Commissioner provided he was assisted by an officer of the rank of a Deputy Commissioner to do normal detailed inspection of the work of the Zila Parishad. If the Collector was given the same status and work as in Madras or in Andhra Pradesh, it would be essential to give him an Assistant to look after the normal revenue work as had been done in Madras and as was being proposed in Andhra Pradesh."

2.7. **Panchayati Raj, Cooperation and Mobilisation for Production programmes (Agenda Item III)**

2.7.1. The following recommendation of the Annual Conference may be deleted:

"Provision should be made for mutual representation in the Panchayati Raj institutions and cooperatives on a reciprocal basis without any voting rights for such ex-officio members."

2.7.2. A representative of the Panchayat should be associated by convention, with the distribution of supplies by cooperative institutions;

2.8. **Training and Education (Agenda Item IV)**

The Conference endorsed the recommendations of the Annual Conference under this head.

2.9. **Youth and Women (Agenda Item V)**

2.9.1. While endorsing the recommendations of the Annual Conference under this head, the Conference suggested that, in order to secure better coordination between the programmes in the blocks and those undertaken by the Central Social Welfare Board, it would be useful for the Panchayat Samiti to set up a special functional committee under the Chairmanship of the President of the Samiti. The representative of the local branch of the Central Social Welfare Board could be the Vice-Chairman. The Staff and funds of the block and the Central Social Welfare Board should be integrated to implement a coordinated programme. Each State Government may, in the light of local conditions, work out an appropriate pattern to give effect to this arrangement.

2.10. **Rural Manpower Programme (Agenda Item VI)**

2.10.1. In States where rural works programme is at present being undertaken through Government departments, the programme should be handed over to the Panchayati Raj institutions which must be strengthened with technical staff as and where indicated.

2.11. **Weaker Sections: Tribal Development Blocks [Agenda Item VII(i)]**

2.12. **Weaker Sections: other Weaker Sections of the village Community [Agenda Item VII(ii)]**

2.13. Applied Nutrition Programme [Agenda Item VIII]

2.14. Administrative Problems: Permanancy of Block Staff [Agenda Item IX(i)].

2.15. Administrative Problems: Weeding out of Unsuitable Staff [Agenda Item IX(ii)].

2.16. Community Development in the Fourth Plan (Agenda Item X)

The Conference discussed these items and accepted the recommendations of the Annual Conference under these heads.

PROCEEDINGS OF THE CONFERENCE OF STATE MINISTERS OF COMMUNITY DEVELOPMENT AND PANCHAYATI RAJ.

(*Summary Record*)

Shri B. S. Murthy, Union Deputy Minister for Community Development and Cooperation welcomed the delegates. A summary of the welcome speech is at Appendix 1.

Dr. Karan Singh, Governor of J. & K, inaugurated the Conference. The full text of the inaugural address is at Appendix 2.

Shri S. K. Dey, Union Minister for Community Development and Co-operation then addressed the delegates. A summary of his speech is at Appendix 3.

The agenda items were then discussed under the chairmanship of Shri S. K. Dey.

1. REVIEW OF ACTION TAKEN ON THE IMPORTANT RE-COMMENDATIONS OF THE LAST CONFERENCE.

1.1. The Conference reviewed the action taken on the more important recommendations of the last Conference of State Ministers of Community Development and Panchayati Raj and made the following observations:

1.1.1. States, which were still considering the proposal, should expedite their decision on appending to the State Budget an abstract giving a consolidated picture of the various financial inputs that would be made available to the Panchayati Raj institutions.

1.1.2. Broad guide lines for the conduct of surveys in the districts selected for the formulation of comprehensive integrated district plans should be circulated to the State Governments by the Ministry within a month.

2. CONSIDERATION OF THE RECOMMENDATIONS OF THE ANNUAL CONFERENCE ON COMMUNITY DEVELOPMENT AND PANCHAYATI RAJ.

2.1. **Panchayati Raj : Scope, content and approach (Agenda, Item 2).**

2.1.1. Initiating the discussions, the Chairman gave the background for the recommendation of the Consultative Council of Panchayati Raj that the expression 'Village Panchayat occurring in Article 40 of the Constitution be interpreted by convention to include Panchayat Samitis and Zila Parishads, which should be enabled to function as units of self-government within the meaning of Article 40.

2.1.2. Shri M. L. Gangwal (Madhya Pradesh) stated that some time should be given for consideration if the Constitution was required to be amended.

2.1.3. The Chairman clarified that according formal recognition to a process that was already under way was all that was being canvassed.

2.1.4. Shri R. M. Patil (Mysore) felt that at this transitional stage, it was not possible to accept the idea of treating the Panchayati Raj institutions as units of self-government.

2.1.5. Shri V. Viswanathan, (Chief Commissioner, Delhi) said that the Conference could suggest to the State Governments to interpret Article 40 of the Constitution to include within its purview Block Samitis and Zila Parishads as well.

2.1.6. Shri Sajjan Singh Vishnar (Madhya Pradesh) said that various patterns of Panchayati Raj were being tried and that the extent to which they benefitted the people was yet to be assessed.

2.1.7. Shri B. S. Murthy (Union Deputy Minister) explained that Article 40 enjoined on the State Governments to organise Panchayats as units of self-government. Whatever interpretation was placed on the term 'units of self-government' as regards Panchayats, could be extended to cover Panchayat Samitis and Zila Parishads also.

2.1.8. Shri Darbara Singh (Punjab) said that if the Panchayati Raj bodies were called units of self-government, they would have to work like municipalities.

2.1.9. Shri S. M. A. Majid (Madras) wondered why we should go farther than what the Constitution had specifically provided.

2.1.10. Shri R. M. Patil (Mysore) suggested that legal opinion be obtained on the question, as it involved interpretation of a constitutional provision.

2.1.11. Secretary, Ministry of Community Development and Co-operation said that when the Constitution was framed, there were only Panchayats on the ground. Now that the State Governments had agreed to set up Panchayati Raj institutions as a matter of policy, there could be no difficulty in treating the higher-tier Panchayati Raj bodies on par with Panchayats within the meaning of Article 40.

2.1.12. Shri K. Santhanam said that Article 40 which came within the Directive Principles of State Policy was not justiciable. All that was being proposed was to interpret the word 'Panchayat' in a broader functional frame work. The question of legality did not arise.

2.1.13. Shri R. M. Patil (Mysore) still felt that it was necessary to obtain legal opinion.

2.1.14. The Chairman said that three Chief Ministers of States and quite a few State Ministers in charge of Panchayati Raj, who were on the Consultative Council, had carefully considered all aspects of the question before this recommendation was made by the Council. Still, if the

Conference so felt, he would discuss the matter with the Solicitor General of India and seek his counsel. If there was no legal bar to the interpretation of the term 'Village Panchayat' in Article 40 of the Constitution to include Panchayat Samitis and Zila Parishads, this recommendation would then be forwarded to the State Governments for consideration.

2.1.15. The Conference, whilst endorsing the recommendation of Annual Conference that a small expert group be setup to suggest ways and means of ensuring effective implementation of Development Schemes by the Panchayati Raj institutions, wanted the committee to be composed of both officials and non-officials.

2.2. **Panchayati Raj: Mode of Elections (Agenda Item 3).**

2.2.1. Shri K. Santhanam explained at the outset that the recommendations of the Committee had been formulated after discussions with various State Governments and that each State could take its own view on individual recommendations consistent with local conditions.

2.2.2. The Chairman stated that there was no time limit within which the recommendations, if accepted, had to be implemented. The States could give effect to the recommendations as and when opportunities arose.

2.2.3. After some discussion it was generally agreed that whilst the recommendations could be viewed as guide lines for future policy, they could be taken into account when opportunities for amending the existing legislation arose in the future in the States.

2.2.4. Shri M. L. Gangwal (Madhya Pradesh) said that MPs and MLAs should have voting rights in Panchayati Raj bodies.

2.2.5. Shri K. Santhanam said that there was consensus of opinion that Members of Parliament and State Legislatures should not unduly influence the Panchayati Raj institutions. They could act as guides, philosophers and friends, but should not have a positive role in influencing decision-making.

2.2.6. Shri Harbans Singh Azad (J. & K.) said that MPs, MLAs and MLCs should neither hold office in Panchayati Raj institutions nor should they have voting power.

2.2.7. Shri G. B. Khedkar (Maharashtra) said that MPs and MLAs should not even be associate members of Panchayati Raj institutions.

2.2.8. Shri Darbara Singh (Punjab) said that the active association of senior legislatures would curb the initiative of the Members of the nascent Panchayati Raj institutions.

2.2.9. Shri R. M. Patil (Mysore) felt that since most of the MPs and MLAs came from the rural areas, it would not be proper or desirable to dissociate them from the deliberations of the Panchayati Raj institutions.

2.2.10. Shri Y. Ramachandra (Mysore) said that if an MP, MLA or MLC wished to give his advice based on his experience to the Panchayati Raj institutions; he should not be debarred from doing so.

2.2.11. Shri B. S. Murthy (Union Deputy Minister) said that whilst the senior legislators could offer advice or assistance, it should be ensured that they did not influence the decisions of the Panchayati Raj institutions by a right of vote.

2.2.12. The Chairman summing up the discussion said that the concensus, barring the dissenting note of Maharashtra, was that MPs, MLAs and MLCs might be *ex-officio* members of the appropriate Parishads and Samitis without right to hold office. So far as their right to vote was concerned, about 2/3 of the delegates were against it. This could, therefore, be decided by the State Governments according to local circumstances and experience.

2.2.13. Shri M. R. Bhide (Deputy Governor, Reserve Bank of India) speaking on institutional representation for cooperatives on Panchayati Raj bodies said that there could not be any automatic representation, particularly considering the large number of Cooperatives in a Samiti area. Furthermore, automatic representation would have to be reciprocal, which would create practical difficulties.

2.2.14. Shri D. P. Singh, Joint Secretary (Planning Commission) feared that unless there was adequate representation for cooperatives on Panchayati Raj institutions, it would be difficult to provide the essential link between the programmes of agricultural production and cooperative credit.

2.2.15. Shri Darbara Singh (Punjab) desired that the number of elections held for Panchayat Samitis and for cooperatives be minimised.

2.2.16. Shri S. Bandopadhya (West Bengal) said that cooption would solve this problem.

2.2.17. Shri M. R. Bhide (Deputy Governor, Reserve Bank of India) cautioned against the possibility of one or two members of the Cooperative Society represented on the Agricultural Production Sub-Committee committing the whole society when any financial proposition came up for consideration.

2.2.18. After some discussion, it was agreed that whilst there was no necessity to provide institutional representation for cooperatives on Panchayati Raj bodies, it should nevertheless be possible to associate cooperative institutions with production plans by coopting their representatives or appropriate functional committees.

2.2.19. After some discussion on the relative merits of direct and indirect election of Sarpanch, it was decided that an evaluation be made of both the systems before a final view was taken as to the superiority of either method.

2.2.20. Shri Darbara Singh (Punjab) expressed himself against the procedure suggested by the Santhanam Study Team that the cooption of women and members of scheduled castes and scheduled tribes to the higher tier Panchayati Raj institutions, should be by a single transferable vote.

2.2.21. Shri K. V. K. Sundaram, Chief Election Commissioner, explaining the procedure in detail, said that it was not impossible to adopt the method suggested by the Santhanam Study Team, though admittedly it was more complicated than the simple majority system.

2.2.22. After further discussion, it was agreed that the cooption of women and members of scheduled castes and scheduled tribes to the Samitis and Parishads might be by simple majority vote instead of by single transferable vote.

2.2.23. The Conference accepted the recommendation of the Santhanam Study Team that non-refundable nomination fees, instead of security deposits, be recovered from candidates contesting elections to village Panchayats.

2.2.24. Shri Darbara Singh (Punjab) was in favour of prescribing literacy qualification for those contesting the office of Sarpanch.

2.2.25. Joint Development Commissioner (Rajasthan) said that election for the State and the Union legislatures and election as office-bearers of Panchayati Raj bodies were not strictly comparable. Since the office-bearers of the local representative institutions had to perform certain executive functions, it was very necessary that those contesting these offices were required to have minimum literary qualifications.

2.2.26. After some discussion, the Conference agreed that for election as Sarpanch and Member or office-bearer of a Panchayat Samiti or Zila Parishad, ability to read and write the local language should be laid down as a minimum qualification.

2.2.27. Shri Y. Ramachandra (Mysore) felt that it was necessary to make non-payment of Panchayat dues a disqualification for contesting elections to Panchayats.

2.2.28. Shri S. Bandhopadhya (West Bengal) suggested that the candidate could be asked to clear the dues he still owed the Panchayati along with his nomination paper.

2.2.29. After some discussion, it has agreed that failure to pay Panchayat dues would be a disqualification.

2.2.30. Dr. M. N. Lakshminarasiah (Andhra Pradesh), speaking on the question of offering incentive for unanimity in Panchayati Raj elections, said that the experience in his State had proved the efficacy of such incentives. About 50% of the elections were unanimous.

2.2.31. Shri Darbara Singh (Punjab) was also in favour of offering incentives for unanimity in elections.

2.2.32. Shri S. N. Misra (West Bengal) was against the provision of such incentives.

2.2.33. Shri Ram Murti (Uttar Pradesh) said that this question should be left to be decided by the States.

2.2.34. After some discussion, it was agreed to that the State Governments might, in the light of local conditions, decide on the desirability or otherwise of offering incentives for unanimity in Panchayati Raj elections.

2.2.35. Shri K. V. K. Sundaram (Chief Election Commissioner) speaking on the entrustment of the supervision of Panchayati Raj elections to the Chief Electoral Officer of the State, said that this had already been done in two or three States. Considering the reputation built up by the Election Commission and its apparatus in the States, he was of the view that the Chief Electoral Officer in the States could be entrusted with the conduct of Panchayati Raj elections as well. This was not to imply that any control would be exercised by the Election Commission in the matter of Panchayati Raj elections. The Commission would, however, have no objection to the entrustment of this function to the Chief Electoral Officer in the States.

2.2.36. Shri Y. Ramachandra (Mysore) was not in favour of the suggestion.

2.2.37. Shri K. Santhanam said that what was discussed was only the general conduct and supervision of Panchayati Raj elections. It would be advantageous if the officer at the State level who controlled the general elections to Parliament and State Legislatures, also supervised the conduct of Panchayati Raj elections. The law regarding election to Panchayati Raj bodies would be laid down by the State Legislatures. The People's Representation Act did not come into the picture.

2.2.38. Shri M. L. Gangwal (Madhya Pradesh) felt that this would lead to complications and further administrative expenses.

2.2.39. Shri F. A. Ahmed (Assam) also concurred in the view that the procedure suggested would involve additional expenditure for the State.

2.2.40. Shri Y. Ramachandra (Mysore) felt that the entrustment of the conduct of Panchayati Raj elections to the Chief Electoral Officer would result it unnecessary delays. He said at best his advice could be taken when necessary.

2.2.41. Shri G. B. Khedkar (Maharashtra) was also of the view that this would result in complications.

2.2.42. Shri S. M. A. Majid, (Madras) suggested that the question be left to the discretion of the State Governments.

2.2.43. After further discussion, it was agreed that whilst it was desirable to entrust supervision of Panchayati Raj elections to the Chief Electoral Officer, the State Governments might take a decision in the light of their overall administrative set up.

2.3. **Panchayati: Finances (Agenda Item 4).**

2.3.1. Shri F. A. Ahmed (Assam) speaking on the recommendation that there be levy of certain compulsory taxes by the Panchayats said that double taxation should be guarded against.

2.2.3. Shri Y. S. Parmar (Chief Minister, Himachal Pradesh) said that it might not be possible for all Panchayats to levy all the compulsory taxes recommended.

2.3.3. The Chairman said that an element of compulsion in the levy of certain basic taxes was essential to build up self-reliance on the part of Panchayats.

2.3.4. After some discussion, it was agreed that where levy of certain taxes like house tax, profession tax and vehicle tax by the Panchayats was not already compulsory, the State Governments might consider the need for making it so.

2.3.5. Shri F. A. Ahmed (Assam) said that if Panchayati Raj institutions should be given a share in the sales tax, stamp duty, road tax, entertainment tax, etc. the urban local bodies would also ask for similar share. If this demand were met, there would be very little left of the resources of the State to meet the requirements of administration and plan schemes. Besides laying down what the State should transfer to the Panchayats, it was very necessary to indicate the extent to which the centre would contribute to the States in this behalf.

2.3.6. Shri Ram Murti (Uttar Pradesh) agreed with the views of the Minister from Assam.

2.3.7. The Chairman explained that quite a sizeable proportion of the plan schemes had to be executed through the Panchayati Raj institutions. Commensurate with this responsibility, adequate resources should necessarily be transferred to them by the State Governments. It would not be possible for the Centre to match all transfers of resources by the State Governments to the Panchayati Raj bodies.

2.3.8. Shri M. L. Gangwal (Madhya Pradesh) said that all the resources of the State Governments like sales tax, surcharge on stamp duties, etc. had all to be taken into account as the States' contribution to the Fourth Plan. It would, therefore, not be practicable to recommend that a portion of these resources be transferred to the Panchayati Raj institutions.

2.3.9. Shri F. A. Ahmed (Assam) said that the States were completely bound by the Planning Commission and the Finance Commission. Revenue expenditure of the States included the various types of grants given to municipal bodies and Panchayati Raj institutions. The gap between the revenue receipts and revenue expenditure would be met by the award of the Finance Commission. All the resources which the State could muster had been taken into account by the Planning Commission in fixing the size of the Plan. Under these circumstances, it would not be possible to give additional assistance to the Panchayati Raj institutions in the shape of share of tax proceeds or grants. The only solution was to make available central assistance on a per capita basis.

2.3.10. Shri K. Santhanam enquired whether it would not be possible to transfer to the Panchayati Raj institutions 25% of the additional resources that would devolve on the State Governments as a result of the Finance Commission's award.

2.3.11. Shri F. A. Ahmed (Assam) said that the award of the Finance Commission would only be to bridge the revenue gap. There was no question of additional resources.

2.3.12. The Chairman said that the State Governments would certainly have included the financial commitments consequent on the transfer of resources and grants to Panchayati Raj institutions in their memoranda to the Finance Commission, who would naturally take it into account while giving their award.

2.3.13. After some further discussion, the Conference felt that as regards sharing with Panchayati Raj institutions the proceeds of certain taxes like road tax, sales tax, stamp duty, entertainment tax, etc. the State Governments might take appropriate decisions in the light of local conditions.

2.3.14. Shri Y. Ramachandra (Mysore) said as far as share of land revenue was concerned, Mysore was giving the entire proceeds to the Panchayati Raj institutions.

2.3.15. After some discussion, it was agreed that the State Governments might transfer the entire or a substantial portion of the proceeds of land revenue to Panchayati Raj institutions together with appropriate programmes.

2.3.16. The Chairman explained the proposed scheme of certain assistance to the State Governments for giving incentive grants to Panchayati Raj institutions to match their level of tax effort over and above a predetermined minimum.

2.3.17. Shri R. P. Misra (Orissa) said that this would go against Panchayati Raj institutions in poorer areas. He felt that the central assistance could be on a *pro-rata* basis.

2.3.18. Shri F. A. Ahmed (Assam) suggested that a small committee be set up to go into the question after the award of the Finance Commission was known.

2.3.19. Shri B. S. Murthy (Union Deputy Minister) said that the acceptance of the scheme proposed by the Ministry would mean Central participation for the first time in providing incentive grants to the Panchayati Raj institutions. This was a new phase in the national plan effort.

2.3.20. Shri G. B. Khedkar (Maharashtra) said that those State Governments which had already induced their Panchayati Raj institutions to higher levels of tax effort would be at a disadvantage under the scheme.

2.3.21. Shri S. M. A. Majid, (Madras) was of the view that the efforts already put in by the State Governments in this regard should also be taken into account in computing central assistance to different States.

2.3.22. After some discussion on capital assistance to Panchayati Raj institutions, it was agreed to delete the words 'interest free' from the recommendation of the Annual Conference, *viz.*, "State Governments would also give interest free loans or grants for the purpose" (capital assistance to Panchayati Raj bodies for building remunerative community assets).

2.3.23. After some discussion, the Conference agreed to delete the recommendations made by the Annual Conference that Panchayats should not engage themselves in commercial or agro-industrial activities.

2.4. Panchayati Raj: Audit (Agenda Item 5)

2.4.1. The Chairman felt that it would be desirable to have supplementary independent test check of the accounts of Samitis and Parishads by the Accountant General besides the audit conducted by the Examiner of Local Fund Accounts.

2.4.2. Shri S. M. A. Majid (Madras) felt that the audit by the Examiner would be adequate.

2.4.3. Shri Y. Ramachandra (Mysore) raised the question of the charges of test audit.

2.4.4. After some discussion, it was generally agreed that there should be independent test check by the Accountant General provided this could be made by the Accountant General free of charge.

2.4.5. The Conference, after some discussion, endorsed the other recommendations of the Annual Conference under the head.

2.5. Panchayati Raj: Incentives and Safeguards (Agenda Item 6)

2.5.1. After some discussion, it was agreed that in assessing the overall performance of Panchayati Raj institution for the purpose of prize schemes, the relative weightage for 'weaker sections', 'family planning' and 'mobilisation and utilisation of human and material resources' should be 15 each instead of 16, 15 and 16 as recommended by the Annual Conference. Consequently, the weightage for other miscellaneous indicators should be 10 instead of 8.

2.5.2. Shri Darbara Singh (Punjab) commenting on the recommendation of the Annual Conference that powers of recruitment, appointment, promotion and disciplinary action in respect of the staff for Panchayati Raj institutions should vest in an authority independent of the elected wing of these institutions, said that this would amount to a process of centralisation. He, however, agreed that there should be a selection board for the purpose of recruitment.

2.5.3. The Chairman stressed the need for an appropriate safeguard in this direction.

2.5.4. Shri Gurmit Singh (Punjab) said that the Presidents of Panchayati Raj institutions should have some power of disciplinary action against the official employees working under these institutions.

2.5.5. Shri S. M. Misra (West Bengal) was also of the same view.

2.5.6. Shri G. B. Khedkar (Maharashtra) said that in his State, these powers vested in the Chief Executive Officer of the Zila Parishad.

2.5.7. Dr. M. N. Lakshminarasiah (Andhra Pradesh) explained that in his State, the District Selection Committee was headed by the Chairman of the Zila Parishad.

2.5.8. Shri Y. Ramachandra (Mysore) wanted to know whether the recommendation included Class III and Class IV employees as well.

2.5.9. After some discussion, it was agreed to delete the following recommendation of the Annual Conference:

> "Powers of recruitment, appointment, promotion and disciplinary action in respect of the staff of the Panchayati Raj institutions should vest in an authority independent of the elected wing of these institutions".

2.5.10. It was also recommended that instead of a Selection Committee at the district level of a purely official composition as suggested by the Annual Conference, there should be a committee consisting of officials and non-officials for the selection of staff of the Panchayati Raj bodies in the district.

2.5.11. It was also recommended after some discussion that powers to appoint, promote and initiate disciplinary action, conduct enquiry and award punishment to officials working in Panchayati Raj institutions should vest in the appropriate officers.

2.5.12. Shri S. Bandhopadhya (West Bengal) speaking on the issue relating to confidential reports of officials working under Panchayati Raj institutions, said that the assessment of work by the non-official chairmen should be incorporated in the character rolls.

2.5.13. Shri G. B. Khedkar (Maharashtra) said that in his State, the non-official chairmen gave their opinion of the work of the Chief Executive Officer orally and this was taken into account when the confidential roll of the officer was written.

2.5.14. Shri Ram Murti (Uttar Pradesh) said that the confidential reports of officials working under Panchayati Raj institutions should be written by 'appropriate authorities'.

2.5.15. Joint Development Commissioner (Rajasthan) said that it would not be advisable to have the non-official chairman initiate the confidential report. He felt that if writing of character rolls were to be left completely to the elected chairman, objectivity might yield place over time to expediency in the discharge of functions by the official functionaries.

2.5.16. Shri Darbara Singh (Punjab) said that unless the elected chairman had the power of writing confidential reports on the officials working under his charge, he could not get work done.

2.5.17. After some further discussion, it was agreed to delete the following recommendation of the Annual Conference on the subject:

> "Confidential reports of officials working under Panchayati Raj institutions should be written by the appropriate official authorities. The proformae of the reports should be so designed as to lay emphasis on specific job-performance. As regards the Block Development Officer/Chief Executive Officer of the Zila

Parishad, an assessment of his work by the President, Panchayat Samiti/Chairman, Zila Parishad should be obtained separately and taken into account by the reporting officer, but not incorporated as such in the confidential report".

2.5.18. It was also agreed to substitute the word 'authorities' instead of hierarchy in the following recommendation of the Annual Conference.

"Prescribed official hierarchy should have the emergency powers to suspend the resolutions of the Panchayati Raj institutions".

2.5.19. Shri Darbara Singh (Punjab), speaking on the recommendation of the Annual Conference that the Sarpanch should not keep any cash balance with him beyond a certain prescribed limit, felt that it should be specifically indicated that the money should be deposited with the Cooperative or other banks. The Conference accepted this amendment.

2.6. **Panchayati Raj: Administrative Relationships (Agenda Item 7)**

2.6.1. After some discussion, it was agreed to delete the recommendation of the Annual Conference that there should be no disciplinary control by the non-official chairman over the official functionaries.

2.6.2. After some discussion, the Conference decided to delete the following recommendation of the Annual Conference:

"The officers below the level of Block Development Officer should issue all orders and the communications only through the BDO. Any reports or intimations to be sent by the administrative or technical officials to the higher hierarchy above should be through the BDO. Further, if during the course of inspection any technical officer thought it necessary to give instructions to the corresponding Extension Officer or VLW, all such instructions should be sent to the BDO. The BDO would be the local official to carry out the instructions of district heads of departments."

2.6.3. After a brief discussion on the recommendation of the Annual Conference that the correspondence between the heads of Development Departments or their deputies at the regional level and the concerned district officers should be through the Chief Executive Officer of the Zila Parishad, the Conference recommended that whilst this should be the normal procedure, there could be occasions when the correspondance had to be direct. In such cases, copies of communications should be endorsed to the Chief Executive Officer.

2.6.4. After some discussion, the following recommendation of the Annual Conference was agreed to be deleted:

"The Conference took note of the Prime Minister's view regarding the pre-eminent role of the Collector in the district and felt that this could be secured in two ways, *viz.*, either by making the Collector the Chairman of the Zila Parishad or by making him a member of the Zila Parishad and chairman of its standing

committees. Where the Chief Executive Officer of the Zila Parishad was of the rank of a Collector, the position which the Collector should occupy *vis-a-vis* Panchayati Raj could be occupied by the Divisional Commissioner provided he was assisted by an officer of the rank of a Deputy Commissioner to do normal detailed inspection of the work of the Zila Parishad. If the Collector was given the same status and work as in Madras or in Andhra Pradesh, it would be essential to give him an Assistant to look after the normal revenue work as had been done in Madras and as was being proposed in Andhra Pradesh".

2.7. Panchayati Raj Cooperation and mobilisation for Production programmes (Agenda Item 8)

2.7.1. After some discussion, the following recommendation of the Annual Conference was agreed to be deleted:

"Provision should be made for mutual representation in the Panchayati Raj institutions and co-operatives on a reciprocal basis without any voting rights for such *ex-officio* members".

2.8. Training and Education (Agenda Item 9)

2.8.1. Director of Extension Training, Ministry of Food and Agriculture explained the training facilities contemplated for the Gram Sevaks in the Fourth Plan. So far, 7,000 Gram Sevaks who have put in six years' service had been trained. In the Fourth Plan, 20,000 Gram Sevaks were proposed to be given training. He requested the State Governments to give their full support in this behalf.

2.8.2. After brief discussion, the Conference accepted the recommendation of the Annual Conference made under this head.

2.9. Youth and Women (Agenda Item 10)

2.9.1. Shrimati Achamma Mathai (Chairman, Central Social Welfare Board) addressing the delegates said that there were many spheres in which the Community Development organisation and the Social Welfare Board came closely together in the working for the welfare of the weaker sections. In implementing any programme of rural development, it was necessary to lay special stress on the welfare of women and children in the countryside. Nutrition, sanitation, family planning and the like which were vital to the advance of the community should be taught to the village girls. This would require a coordinated implementing machinery. A separate functional committee for the purpose at the block level would be a help. In the matter of coopting women for the Panchayats, educated women should be chosen. Above all, an adequate financial provision was necessary to make the programme for welfare of women and children a success.

2.9.2. The Chairman said that part of the money could come out of the C.D. block budget. In order to secure better coordination between the programmes in the blocks and those undertaken by the Central Social Welfare Board, it would be useful for the Panchayat Samiti to set up a special functional committee under the chairmanship of the President of

the Samiti. The representative of the local branch of the Central Social Welfare Board could be the Vice-Chairman. The staff and funds of the block and the Central Social Welfare Board should be integrated to implement a coordinated programme. Each State Government might, in the light of local conditions, work out an approach pattern to give effort to this arrangement.

2.9.3. The Conference accepted the suggestion made by the Chairman and endorsed the other recommendations made by the Annual Conference.

2.10. Rural Manpower Programme (Agenda Item 11)

2.10.1. The Conference was unanimously of the view that the provision suggested by the Planning Commission for the programme in the Fourth Plan, namely, Rs. 50 crores was far too inadequate.

2.10.2. The Chairman felt that it was not enough to suggest that the programme should be "progressively handed over" to the Panchayati Raj institutions. The programme should be implemented only through the Panchayati Raj institutions.

2.10.3. Development Commissioner, Madhya Pradesh expressed the view that it would be difficult to execute schemes like soil conservation and contour-bunding through Panchayati Raj institutions. These had to be done through the technical departments concerned. Again, involvement of Panchayati Raj in the implementation of rural manpower programme depended on the functions entrusted to these bodies in different States.

2.10.4. After some discussion, it was agreed that in States where rural works programme was at present being undertaken through government departments, the programme should be handed over to the Panchayati Raj institutions which must be strengthened with technical staff as and where indicated.

2.11. Weaker Sections: Tribal Development Blocks (Agenda Item 12)

The Conference endorsed the recommendation of the Annual Conference made under this head.

2.12. Weaker Sections: Other Weaker Sections of the Village Community (Agenda Item 13)

2.12.1. Shri Darbara Singh (Punjab) suggested that instead of defining the weaker sections as those whose holdings were 1/9th or less of the maximum prescribed under the land ceiling legislation, those who had five acres or less could be included under the category.

2.12.2. The Chairman said that considering the fact that about 70 per cent of the rural population owned less than a sixth of the total holdings, it was necessary to adopt a definition which would enable us to reach the hard core of weaker sections.

2.12.3. Shri Ram Murti (Uttar Pradesh) said that if the '1/9th formula' were to be adopted, about 80 per cent of the rural population in U.P. would come under the category 'weaker sections'.

2.12.4. The Chairman said that if any State Government so felt, the proportion could be further lowered. Indeed, the Annual Conference had made such a specific recommendation.

2.12.5. After some discussion, the Conference accepted the recommendations of the Annual Conference made under this head.

2.13. Applied Nutrition Programme (Agenda Item 14)

The Conference accepted the recommendations of the Annual Conference.

2.14. Administrative Problems: Permanency of Block Staff (Agenda Item 15).

2.15. Administrative Problems: Weeding out of Unsuitable Staff (Agenda Item 16).

The Conference accepted the recommendations of the Annual Conference under these heads.

2.16. Community Development in the Fourth Plan (Agenda Item 17)

2.16.1. Shri G. B. Khedkar (Maharashtra) desired that in the Fourth Plan, post stage II blocks should receive central assistance on the same pattern of stage II blocks.

2.16.2. The Chairman said that the State Governments should press the question of committed expenditure on account of maintenance of staff in post stage II blocks with the Finance Commission. At the same time, they should also ensure that more and more funds and schemes of the different Development Departments were routed that the block agency with a view to enriching the programme content of the block.

2.16.3. Shri G. B. Khedkar (Maharashtra) said that whilst blocks were receiving a tapering scale of central assistance as they passed from stage I to stage II and on to the post stage II phase Panchayati Raj institutions had come to stay. They should be strengthened and in this behalf some central assistance should be made available. He also pointed out that the States could get some award out of the Finance Commission only in regard to committed expenditure on staff. Expenditure on development schemes would not be covered by this.

2.16.4. Shri Ram Murti (Uttar Pradesh) concurred in this view.

2.16.5. The Chairman said that where the flow of departmental funds to the block had not been considerable, the lacuna should be corrected. Besides, special programmes like the Local Development Works Programme, Rural Manpower Programme, Applied Nutrition Programme, etc. would benefit the post stage II blocks.

2.16.6. After some discussion, the Conference endorsed the recommendations of the Annual Conference made under this head.

The Chairman in his concluding remarks said that new problems kept coming before the successive annual conferences. He suggested that in future, similar annual conferences be held from the village level to the State level sufficiently in advance of the national level conference. Such of those problems which could not be resolved even at the State level could be brought before the national level conference. This would enable a clearer reflection of field level thinking in the deliberations of the State Ministers Conference.

He requested the State Ministers to lend their maximum support to the implementation of economic programmes for the weaker sections. Adequate administrative and organisational resources should also be built up at different levels with a view to ensuring that the funds earmarked for the weaker sections really benefited those for whom they were intended. He also made a special appeal to the State Ministers to help strengthen the Panchayati Raj institutions functionally and financially taking care at the same time to guard against any misdirection or misuse of powers by these institutions.

APPENDIX 1

Welcome speech by Shri B. S. Murthy, Deputy Minister of Community Development and Cooperation at the Inaugural Session of the Conference of State Ministers of Community Development and Panchayati Raj on July 28, 1965

Summary

Shri B. S. Murthy welcomed the delegates and requested Dr. Karan Singh to inaugurate the Conference. Shri Murthy observed that the inauguration of the Conference by Dr. Karan Singh was significant, as he was the youngest person to inaugurate the Conference of State Ministers of Community Development and Panchayati Raj. This augured well for the infusion of fresh thinking and vitality in the implementation of the programme. It was also to be noted that Dr. Karan Singh was there not as a prince, but as a citizen of the Republic of India. This was indicative of the growing strength of democracy in the country. Continuing, Shri Murthy stressed the need for strengthening the Panchayats. The responsibility cast on the people's representative institution in the process of bringing about economic development and social transformation was onerous. These bodies had been charged with the task of plan formulation, resource mobilisation and programme implementation. The full impact of the Community Development movement could be felt only by strengthening Panchayats.

APPENDIX 2

Inaugural address by Dr. Karan Singh, Governor of Jammu & Kashmir at the Conference of State Ministers of Community Development and Panchayati Raj, on July 28, 1965

My dear friends,

We are all meeting at a crucial juncture in the history of our nation when we stand poised on the eve of the Fourth Plan. This Plan will be a mighty effort at national development and reconstruction in all fields and we can hope that it will take us nearer to our goal of democratic socialism. We must remember, of course, that the nation is a vast pyramid. Whereas the Lok Sabha and other gigantic schemes and projects can be considered as the apex, the base of our nation must necessarily continue to be composed of the 5½ lakh villages where more than 80 per cent of our population resides. If our political freedom is to be followed by social freedom and economic freedom, as the late Panditji never tired of telling us, then it is at the rural level that this transformation will have to take place. It is in this context that Community Development and Panchayati Raj have a crucial role to play in our national development, and therefore this conference which is being held today in the beautiful environments of Srinagar has got a peculiar significance.

At the outset I would like to make some remarks with regard to the Community Development programme. Firstly, it is essentially a programme of change. The impact of science and technology on a traditional society gives rise to many stresses and strains, and causes intense ferment. This is a painful process, but it is a necessary price because unless we shake off our old modes of thought and behaviour and streamline our minds, we will not be able to make India into a really modern nation which can take its place in the nuclear age of today. It is therefore necessary that the whole Community Development pogramme should be change-orientated from the Minister down to the Gram Sevak. I personally look upon the Block Development Officer, the village level worker and other people associated with this programme as essentially agents of change.

The second observation which I would like to make is that the basic concept of self help with which this whole programme has started must always be kept in mind. With increasing Government finances in each five-year plan, we should avoid getting into the habit of spoonfeeding or nurturing helpless reliance on the part of the cultivator. I would like to point out that Panchayati Raj and Community Development should be a people's programme with government participation, and not a Government programme with people's participation. I think this concept is extremely important and should always be kept in mind, as otherwise there is danger of the magnificent concept of community development becoming yet another routine Government department.

I have had occasion to look into the rather formidable agenda of the conference which preceded yours, and I have no doubt that all of you will have to deal with the same problems in this conference also. As a layman on the subject I will confine myself to a few general remarks on what I regard as salient features in this whole programme. Firstly, I would say that the whole Community Development and Panchayati Raj programme should be oriented towards production, production of more food and less people. I think, in fact, this is rather a good slogan for the Fourth Plan—"more food and less people". More food implies a whole specturm of activities which have to be undertaken to help speed up agricultural production; improved seeds, fertilizers, fuller use of irrigation facilities, improved implements which are cheaply and readily available in the countryside, credit and marketing facilities, horticulture, animal husbandry, fish culture and so on. All these are programmes directed towards increasing our agricultural production, and therefore must form a basic part of the community development programme. Along with this, there is this concept of less people.

The crushing rate of population growth we have at present is likely to lead to very grave consequences in the years ahead, and it is clear that if family planning is to become at all effective it has got to be converted from a rather specialized and exotic urban undertaking into a mass rural programme. This can only be done through an organization which has its roots in every village, and I think you will agree that the only organization which has such roots is the community development programme. I would therefore submit for your consideration that Community Development and Panchayati Raj must pay special attention to family planning, and would like to suggest that in the Fourth Plan each block should have a special family planning officer, preferably a woman, who would be able to create the psychological climate necessary for the success of family planning and also bring to the people cheap and effective methods of limiting families. As you know, there have recently been a number of very significant advances in the scientific field of contraception, and I do feel that this has got to be popularised in the course of the Fourth Plan. In the long run, the limiting of our population is perhaps even more important than increasing agricultural production because otherwise despite all the increases all your projects, all your plans, the benefits thereof will be rapidly lost in the vast growing millions of people in the country.

Then there is the important concept of rural leadership. No revolutionary programme aimed at the transformation of society can possibly succeed without the human factor involved, and when we come to the human factor immediately the problem of leadership arises. We find this unfortunate phenomenon that in the rural areas, as soon as our young men are educated, they rush away from their homes. There is a rush for urban, white-collared jobs and as a result the very class of educated people who should spearhead the breakthrough in the rural sector is no longer there. They go away from the villages to the cities and leave the rural leadership as depleted as ever. This, of course, is a large and fundamental problem, but I do feel that special attention needs to be paid to it. For one thing, we can orient our rural education in such a way that our young men and women when they are educated feel a strong urge to remain on the land and spearhead the process of rural innovation and change. The Community Development officials can also play an important role in providing rural leadership, particularly the B. D.Os. and V.L.Ws.

If they are appointed not on the basis of patronage but on the basis of merit, and if they are properly trained, these community development workers can play an important part in helping local leadership. But essentially, the problem of leadership is one of getting the right type of person from among the rural people themselves. I would submit that this problem of leadership is crucial to the success of all our plans for rural development.

I may turn now to the social aspect. The concept of Panchayati Raj and Community Development implies a social revolution, and I think it is unfortunately true that although untouchability has been abolished in the Constitution it still remains very strong in many rural areas. There must be an unrelenting campaign of education with regard to the complete removal of this scourge of discriminatory practices. There must be constant education to break down rigid caste barriers. After all the new India that we are trying to build must be integrated and dynamic, and there is really no scope now for these caste barriers and animosities. I feel that we should try and give a new interpretation to the concept of caste. We need to build a new caste of Indians who should combine in themselves the traditional qualities ascribed to the four castes. People in India today should have the learning and wisdom traditionally ascribed to the Brahmin, the fearlessness and valour ascribed to the Kshatriya, the acumen and industry ascribed to the Vaishya, and the spirit of service and sacrifice ascribed to the Shudra. If each one of us combines in himself the four qualities, then India will be able to make real progress. Therefore, it is essential that this programme of social education must continue regularly in each of the villages.

Women, who comprise 50 per cent of our population, must come in the forefront and play their role, and for this social education we must use all the available media of mass instruction. Illiteracy is still fairly widespread and therefore the written word by itself will not be sufficient. We may put out more multi-coloured and beautiful pamphlets, but unless they are read they are really a waste of paper and money. I would therefore suggest that in addition to that we must use such media as radio, which is widely listened to in the rural areas. Special programmes on the radio which are directed towards social education have got to be used. Films have also got to be used because the impact of the visual film is very much more even than the impact of the radio. For this purpose I submit we should make special films for rural areas. I think we are making a mistake in producing the same type of films for both the rural and urban areas. When the films are shown in urban areas the urban people do not like them, and when they are shown in rural areas the villagers also do not like them. I think it would be better if we have special films made for different sections of society, so that we can use this very important media for assisting social education. The youth in particular has got to be enthused, because if we wish our revolution to succeed we have to create in the youth a certain idealism, a certain commitment to work, a certain dedication to break through the shackles of backwardness and ignorance that bind this country.

There are of course numerous other problems with which we have to deal; problems of administrative and financial decentralization; of land reform and its impact upon the whole Panchayat system; of evolving cheap and simple electoral methods; of proper maintenance of rural works which too often revert to nature; of ensuring full co-ordination at the block

level; of utilization of rural manpower and preparing special labour-intensive scheme whereby this manpower can be put to proper use. These questions will all have to be discussed, but I shall not dilate upon them as all of you gathered here are experts.

In closing I would appeal to all who are connected with Community Development and Panchayati Raj to approach the problems with special zeal and idealism. I would once again repeat that this is not just another Government department, and not any Government-sponsored programme. It aims at a fundamental transformation of our entire society. It is only through this that we will be able to create the India of our dreams; an India that is politically integrated, economically prosperous, socially progressive and spiritually dynamic. That is the India which we will have to create, and that is the India in the creation of which all of you who are connected with Community Development and Panchayati Raj have got such a crucial role to play. I have the greatest pleasure in inaugurating this Conference.

APPENDIX 3

Speech by Shri S. K. Dey, Minister of Community Development and Cooperation at the Inaugural Session of the Conference of State Ministers of Community Development and Panchayati Raj on July 28, 1965.

Summary

The Union Minister for C.D. & Cooperation, Shri S. K. Dey, said the Conference was meeting for the fourteenth time after thirteen years of the Community Development and five years of the Panchayati Raj programme. It had been for him and for many others a pilgrimage. The story of the Community Development programme had been one of struggle. But it was a matter of satisfaction that Extension services had been established throughout the country. People might complain that the number of Extension Service personnel was not adequate. This gap, he added, would perhaps continue because an attempt was being made to bridge the gulf of backwardness in 15 or 20 years and the strain was inevitably great.

Shri Dey said ultimately the purpose of Community Development was to build up political, economic and social democracy. In this context he spoke of the need for unity of approach in the functioning of Panchayati Raj. Indeed, he said, there was pressure for the enacting of Central legislation for the purpose. But, in view of the differing conditions in the different States, it would perhaps be neither realistic nor practical to have uniform legislation applicable to all States. It would be something like imposing a standard dress for the whole country. At the same time, it was obvious that so far as the basic direction of our journey was concerned, we must have a clear view of it. If we were to deviate from the proper direction, then we would arrive at different ends. On the other hand, if the direction was properly recognised and maintained by all, it would speed up the journey. The purpose of the Conference was, therefore, to help arrive at a common understanding of the direction in which we were travelling. We could profit from the experiences of others and, by an interchange of ideas, reach a common goal.

Shri Dey said there was need for a little heart-searching. There was talk of democracy, Panchayati Raj, Sahakari Samaj and Community Development. Democracy, however, did not mean merely the establishment of a Parliament at the top or legislatures in the States. It was something inherent in every individual, which enabled him to acquire his rightful place in society. It was true that everyone could not become the Prime Minister, but vast numbers of people could be trained for service to the people. There were some who were sceptical of the capacity of village leadership to shoulder this burden. They might commit mistakes: but he was certain that these difficulties would be overcome and Panchayati Raj institutions would develop into a system of self-government. In this vital matter, Shri Dey said, "either you trust the people or you do not". Having given them a task, it was not proper to interfere in their day-to-day working

The country, said Shri S. K. Dey, was wedded to the building up of a cooperative commonwealth, an egalitarian society in which every man, woman and child would have the fullest opportunity to grow and to develop. It was essential to secure a basic minimum for every citizen and to see that the strong in society helped the weak and did not exploit them. Therefore, in trying to create a new leadership in the village, we must ensure that a new type of feudal rule did not raise its head, that a few strong men alone did not benefit from the democratic and economic institutions established for the common good. In this context, the Conference had last year considered the best method of elections to Panchayati Raj institutions. The matter had also been considered by a Study Team headed by Shri K. Santhanam. Elections to Panchayati Raj institutions, Shri Dey pointed out, involved much more than administrative actions which were purely incidential to the elections. Elections were a political matter and, therefore, only people vested with political authority could take a decision.

Equally important was the need to audit the accounts of the thousands of Panchayati Raj institutions throughout the country. It was important to remember that these institutions were manned by people who were not only inexperienced but even illiterate. If, therefore, the accounts were not maintained properly, the institutions might end up in a state of anarchy. A Study Team had reported on the subject and its recommendations were before the Conference.

Also before the Conference was a report on the financial resources of Panchayati Raj institutions. It was not enough to say that these institutions would continue to receive assistance from the Central and State Governments. It was evident that they should be enabled to build up resources of their own. In some States, particularly Maharashtra, Andhra Pradesh and Madras, Panchayati Raj institutions had given account of themselves in developing their own resources, which was matched by the State Governments.

Referring to another aspect of the working of Panchayati Raj, Shri Dey said it was obvious that no such system could be built up unless institutions and people responsible for good work were rewarded and given recognition. At the same time there should be safeguards against a section of village leadership from perpetuating itself to the detriment of others, from holding the same office perpetually and becoming pockets of influence and vested interest.

Shri Dey then referred to the idea of planning from below. He said this was a difficult process and it was now proposed to try out the experiment in one or two districts in every State, with Panchayati Raj and co-operative institutions fully drawn into it. Based on the experience of these pilot districts, it was proposed to extend this method of planning to every district and village in the country. Shri Dey said that planning for the people must necessarily mean involving them in the process of planning. It was now recognised that unless the people felt that the Plan was their own and they had a vital stake in implementing it, they would not be prepared to make the sacrifices that it would entail. Hence, the need to involve in this process not only all tiers of the administration down to the village, but the villagers themselves. It was in this context that establishment of Gram Sabhas became important. It was frequently complained that Panchayats

had not inspired confidence among the people and had not involved them to an appreciable extent in various programmes and in their implementation. If, in the ultimate analysis, every citizen was to have a free voice in determining who should represent them at the village, block, district, State and national levels, if he was to have a say in how his neighbours should develop and how he should be taxed, then it was essential that the Gram Sabha must become a reality.

Shri Dey cautioned against taking too pessimistic a view of malpractices in Panchayati Raj institutions and mistakes committed by them. They were in their infancy and required to be looked after and giuded. He also suggested that State Governments should evolve an evaluation agency of their own. The Planning Commission was prepared to assist them in this direction. A great deal could also be done by universities in evaluating the C.D. Programme.

In conclusion, Shri Dey referred to our goal of establishing a secular democracy. Pitted against us, he said, were two powerful neighbours—Pakistan and China. Pakistan was founded on the basis of the two-nation theory, on the strange philosophy that Hindus and Muslims could live only as two separate nations. China believed that the State was supreme, that individuals did not count. On the other hand, said Shri Dey, "we believe that all people, whatever religion they profess, are euqal, that they are supreme, that the state is subordinate to the people." If only we could build up a social system where people were free and assured of equality of opportunity, that would be a fitting reply to the challenge on our borders. But, if we failed in this mission and built up a society based on caste, creed or religion, or on the denial of democratic rights, or on the concentration of wealth in a few, then we would have lost the battle even before we had a chance of fighting it. These considerations, Shri Dey said, would have to be taken into account in discussing Panchayati Raj and Sahakari Samaj Indeed, he addeded, Panchayati Raj and Sahakari Samaj, in their very working, might precipitate the contradictions between our professions and practices. Therefore, in building up, sustaining, energing and regulating Panchayati Raj and cooperative institutions which would govern the social and economic life of our people, there was a special obligation on all of us charged with the implementation of the programme to see that we gave the right lead.

For the past few days, said Shri Dey, he had been sitting there on the banks of the Jhelum and watching the water flow by. It was a pointer to the fact that life would continue to flow in spite of us. We might impede the flow, but not stop it. Therefore, it would not be out of place to think of a time fifty years hence. There would be our children and grand children. What type of society would we like them to have? Sometime ago, when he was in Nagaland, he saw a cemetery for soldiers who fell in the World War. There was an inscription there with a simple message. It read:

"When you go home

Tell them of us and say

For their tomorrow

We gave our today."

APPENDIX 4

List of State Ministers of Community Development and Panchayati Raj present at the Conference of State Ministers of Community Development and Panchayati Raj

1. Dr. M. N. Lakshminarasaiah, Minister for Panchayati Raj, *Andhra Pradesh.*
2. Shri F. A. Ahmed, Minister for Community Development, *Assam.*
3. Shri D. N. Hazarika, Deputy Minister of Community Development, *Assam.*
4. Shri S. K. Bage, Minister for Community Development & Panchayati Raj, *Bihar.*
5. Shri S. S. Sinha, Minister of State for Community Development & Panchayati Raj, *Bihar.*
6. Shri Davendra M. Desai, Deputy Minister for Community Development, *Gujarat.*
7. Shri Harbans Singh Azad, Minister for Food & Agriculture and Community Development, *Jammu & Kashmir.*
8. Shri M. L. Gangwal, Minister of Planning & Development, *Madhya Pradesh.*
9. Shri Sajjan Singh Vishnar, Minister for Panchayats, *Madhya Pradesh.*
10. Shri S. M. A. Majid, Minister for Local Administration, *Madras.*
11. Shri G. B. Khedkar, Minister for Rural Development, *Maharashtra.*
12. Shri R. M. Patil, Minister for Community Development & Panchayati Raj, *Mysore.*
13. Shri Y. Ramchandra, Deputy Minister for Development, *Mysore.*
14. Shri P. Shilu Ao. Chief Minister, *Nagaland.*
15. Dr. Ram Prasad Misra, Minister of Agriculture, *Orissa.*
16. Shri Darbara Singh, Minister of Home and Community Development, *Punjab.*
17. Shri Gurmit Singh, Deputy Minister of Community Development, *Punjab.*
18. Shri Ram Murti, Minister of Community Development, *Uttar Pradesh.*

19. Shri Bansidhar Pandey, Parliamentary Secretary to the Chief Minister and Minister of Community Development, *Uttar Pradesh.*

20. Shri S. M. Misra, Minister of Panchayats, *West Bengal.*

21. Shri S. Bandhopadhyay, Minister of Community Development, *West Bengal.*

22. Shri Y. S. Parmar, Chief Minister, *Himachal Pradesh.*

23. Shri Hari Das, Development Minister, *Himachal Pradesh.*

24. Shri P. Shanmugam, Minister of Development, *Pondicherry.*

25. Shri V. Viswanathan, Chief Commissioner, *Delhi.*

APPENDIX 5

List of Special Invitees Present at the Conference of State Ministers of Community Development and Panchayati Raj

1. Shri K. V. K. Sundaram, Chief Election Commissioner.
2. Shri M. R. Bhide, Deputy Governor, Reserve Bank of India.
3. Smt. Achamma J. Mathai, Chairman, Central Social Welfare Board.
4. Shri K. Santhanam, Madras.
5. Shri Ram Das, UNICEF.
6. Dr. I. A. Simpson, F.A.O.

PART II

SECTION II

AGENDA NOTES FOR THE CONFERENCE OF STATE MINISTERS OF COMMUNITY DEVELOPMENT AND PANCHAYATI RAJ

Agenda Item : CONSIDERATION OF THE RECOMMENDATIONS OF THE ANNUAL CONFERENCE ON COMMUNITY DEVELOPMENT AND PANCHAYATI RAJ HELD FROM THE 24TH TO 26TH JULY, 1965.

The recommendations of the Annual Conference on Community Development and Panchayati Raj are given in Part I—Section 1.

PART III

SUMMARY OF THE MAIN RECOMMENDATIONS OF THE ANNUAL CONFERENCE ON COMMUNITY DEVELOPMENT AND PANCHAYATI RAJ AND THE CONFERENCE OF STATE MINISTERS OF COMMUNITY DEVELOPMENT AND PANCHAYATI RAJ HELD AT SRINAGAR FROM THE 24TH TO THE 29TH JULY, 1965

Sl. No.	Para number of the main recommendations*	Summary of recommendations
1	2	3
		REVIEW OF ACTION TAKEN ON THE IMPORTANT RECOMMENDATIONS OF THE PREVIOUS CONFERENCE
1	1.1. . .	*Appending to the State budgets an integrated picture of financial inputs to be made available to Panchayati Raj bodies.* The Governments of Andhra Pradesh, Assam, Bihar, Gujarat, Kerala, Madras, Maharashtra and Punjab have accepted the recommendation. The other States should expedite decision on this.
2	1.2 . .	*Selection of districts for formulating integrated district plan.* Andhra Pradesh, Assam, Bihar, Gujarat, Kerala, Madhya Pradesh, Orissa, Punjab and Rajasthan have selected districts and necessary staff is also being appointed. Broad guidelines for the conduct of surveys in the selected districts should be circulated to the States by the Ministry in a month.
		PANCHAYATI RAJ : SCOPE, CONTENT AND APPROACH
3	2.1 . .	As regards the recommendation of the Consultative Council on Panchayati Raj that the expression 'village Panchayat' occurring in Article 40 of the Constitution be interpreted by convention to include Panchayat Samitis and Zila Parishads, the legal implications of the proposal should be further gone into. If there is no legal bar to the acceptance of the proposition, the recommendation of the Consultative Council should be forwarded to the State governments for consideration.
4	2.3 . .	The concurrent and exclusive lists drawn up by the Committee of the Consultative Council could be kept in view whilst considering further devolution to or reallocation of functions between the Panchayati Raj institutions at different tiers
5	2.4 . .	The time had been reached when consolidation will have to be the key-note of policy. Such consolidation may be achieved by ensuring free, fair and adequate election, designing suitable incentives and proper safeguard, developing maximum functions to Panchayati Raj bodies, providing them adequate financial resources and ensuring healthy administrative relationships.

*The paragraph numbers given in this column refer to the paragraphs of the main recommendations for the Annual Conference. The modifications effected by the State Ministers' Conference have been incorporated at the appropriate places.

1	2	3
6	2.5 .	A small expert group consisting of both officials and non-officials should be set up to suggest ways and means of ensuring effective implementation of development schemes by the Panchayati Raj institutions and to prescribe criteria for ensuring efficiency in performance.
		PANCHAYATI RAJ: MODE OF ELECTIONS
7	3.2.2.	While the recommendations of the Santhanam Committee are acceptable as guide lines for future policy, they could be taken into account only when opportunities for amending the existing legislation arise in the future.
		Association of M.Ps. and M.L.As etc.
8	3.3.	M.Ps, M.L.As and M.L.Cs may be *ex-officio* members**of the appropriate Parishads and Samitis, without right to hold office. As regards their right to vote, the State governments may decide the issue according to local circumstances and experience.
		Special Representation:
9	3.4.1.	As recommended by the Santhanam Committee, there should be no nomination or cooption on the score of eminence or experience Officials shoud not be members of Panchayati Raj bodies full or associate, but should have right to attend the meetings of the Zila Parishad or Panchayat Samiti.
10	3.4.2.	There is no necessity to provide institutional representation for cooperatives on Panchayati Raj bodies. It should, however, be possible to associate cooperative institutions with production plans by coopting their representatives on appropriate functional committees.
		Mode, conduct and time of election :
11	3.5.1.	As recommended by the Santhanam Committee at the Village Panchayat level, all members should be elected. If reservation for women, scheduled castes and scheduled tribes becomes infructuous for want of candidates, cooption may, however, be resorted to.
12	3.5.2.	Voting should not be made compulsory in Panchayat elections.
13	3.5.3.	An evaluation may be made of the relative merits of election of the Sarpanch directly by the Goan Sabha and indirectly by the Panchas before taking a final view as to the superiority of either system.
14	3.5.4.	Samiti Chairmen and Parishad Presidents should be elected by an electoral college of all Panchas.
15	3.5.5.	The cooption of women, schedule castes and schedule tribes members to the Samiti and the Parishad may be by simple majority vote instead of by single transferable vote.
16	3.5.6.	As recommended by the Santhanam Committee, elctions to Panchayati Raj bodies should not be held simultaneously with elections to Parliament and State Legislatures.
17	3.5.7.	Non-refundable nomination fees, instead of security deposits, may be recovered from candidates contesting elections to village panchayats.

**This view was not concurred in by Maharashtra.

1	2	3
		Term of office :
18	3.6. .	As suggested by the Santhanam Committee, the term of office should be generally 5 years, and by elections should be for the remaining term of office only. Normally, there should be no extension of the term of office. There may, however, be statutory provision for extension by a year, in exceptional cases.
		Qualifications and Disqualifications :
19	3.7.1. .	For election as Sarpanch, and member or office bearer of a Panchayat Samiti or Zila Parishad, ability to read and write the local language should be laid down as a minimum qualification.
20	3.7.2. .	No special age qualifications are necessary for becoming a Sarpanch.
21	3.7.3. .	Failure to Pay Panchayat dues should be a dis-qualification.
		Unanimity in elections :
22	3.8. .	The State governments may in the light of local conditions, decide on the desirability or otherwise of offering incentives for unanimity in Panchayati Raj elections.
		Vote of no-confidence motion :
23	3.9. .	As suggested by the Santhanam Committee, the minimum majority for no-confidence motion should be 2/3rd and no such motion should be allowed in the first year of term of office, the minimum interval between successive no-confidence motions being one year.
		Participation by political parties :
24	3.10.1. .	The symbols for Panchayat elections should be different from party symbols and should not suggest any association with religious or communal sentiments.
25	3.10.2. .	There should be no legal bar against political parties influencing elections to Panchayati Raj bodies, but no official recognition should be given to them.
		Supervision :
26	3.11.1. .	It is desirable to entrust supervision of P.R. elections to the Chief Electoral Officer. The State Governments may, however, take a decision in the light of their overall administrative set up.
		PANCHAYATI RAJ : FINANCES
27	4.1.1. .	It should be compulsory for Panchayats to impose certain taxes in particular, house tax, profession tax and vehicle tax. The minimum and maximum rates for these taxes should be prescribed by State Governments inview of local conditions. Where levy of certain taxes, like house tax, profession tax and vehicle tax by the Panchayats is not already compulsory, the State Governments may consider the need for making it so.
28	4.1.2. .	Pilgrim tax should preferably be imposed by Panchayat Samiti or Zila Parishad who should share it with the Panchayat.
29	4.1.3. .	As regards sharing with Panchayati Raj institutions the proceeds of certain taxes like road tax, sales tax, stamp duty, entertainment tax etc., the State Governments may take appropriate decisions in the light of local conditions.

1	2	3
30	4.1.4.	Exclusive sources of revenues should be earmarked for each tier of Panchayati Raj bodies, cess on land revenue is one such sources.
31	4.1.5.	The State Governments may transfer the entire or a substantial portion of the proceeds of land revenue to Panchayati Raj institutions, together with appropriate programmes.
32	4.1.6.	Matching grants should be given to Panchayati Raj institution to enthuse them to increase their tax effort. Such grants should be given only for the additional tax effort over and above a pre-determined minimum making due allowance for normal rate of growth of taxation. There should also be central participation in such a scheme of matching grants to Panchayati Raj institutions. Whilst assessing the quantum of central assistance to be provided to States, recognition should be given to the fact that certain States had already enthused their Panchatyati Raj institutions to a higher level of tax effort by providing matching grants.
33	4.1.7.	For providing matching assistance to Panchayati Raj institutions for increasing tax effort, it would be necessary to classify them according to their economic condition. The categorisation should be periodically reviewed by a small committee at the State level.
34	4.1.8.	It should be a positive policy of the State to assist backward Panchayats irrespective of their tax effort by providing equalisation grants. For this purpose also, Panchayati Raj bodies will have to be classified as suggested for the purpose of matching grants.
35	4.1.9.	Whilst a Panchayati Raj Finance Corporation has not been set up in any State so far, it is necessary to examine how best the existing institutions like the Small Scale Industries Corporation etc. could assist the Panchayati Raj bodies with capital for building remunerative community assets. State Governments could also give loans or grants for this purpose. A revolving fund could also be set up to which the Centre, the State and Panchayati Raj institutions might contribute equally.
36	4.1.10	All resources and schemes transferred to the Panchayati Raj institutions should be separately exhibited in the State budget.
37	4.2.	Adequate provision may be made for office accommodation for Panchayati Raj institutions, particularly for the Panchayats and for residential accommodation to field staff working in rural areas. An appropriate pattern of Central assistance for the purpose may also be worked out.
		PANCHAYATI RAJ : AUDIT
		Accounts staff
38	5.2.1.	There should be a Secretary, as far as possible for every Panchayat. As regards the Ministry's scheme for augmenting and upgrading the cadre of Panchayat Secretaries, Matriculation should not be insisted as the minimum qualification in case of existing experienced, Panchayat Secretaries, who may, if necessary, be put through a process of secreeing and suitable training. The Central component of the financial assistance should be available in respect of these Secretaries also. The stipulated period of nine months for the training of Panchayat Secretaries in the scheme also needed to be reduced.

1	2	3
39	5.2.2.	Panchayati Raj accounting personnel should be constituted into a cadre under the Development or Panchayati Raj Department. Shortages could be met by deputation from the staff of the Accountant General.
		Audit Organisation:
40	5.3.1.	The Examiner, Local Fund Accounts should audit the accounts of Panchayats. The status, powers and functions of the Examiner should be inscribed in the Statute.
41	5.3.2.	A primary auditor should be placed at the Panchayat Samiti level for audit of 40 to 50 Village Panchayats, He would act as Internal Auditor-*cum*-financial guide. The primary auditor would be under the Development or Panchayati Raj Department.
42	5.3.3.	An audit party should pereferably consist of a Senior Auditor and two Junior Auditors and should be located at each district headquarters. In addition, one special party could be located at the headquarter of the State for any special audit. Adequate gazetted supervision should be provided for a group of districts.
43	5.3.4.	There should be a separate wing of auditors under the Examiner to look after the audit of the Panchayati Raj bodies.
		Procedure for Audit:
44	5.4.1.	Audit should be conducted annually of 3-4 months accounts including the month of March.
45	5.4.2.	The period between the conclusion of audit and issue of the report should not exceed two months; preliminary replies should be obtained on the spot. Reports need not be printed.
46	5.4.3.	Audit should not be confined to a voucher check, but should also ensure that the sanction to expenditure was in order and was related to performance.
47	5.4.4.	Audit memos for village panchayats should issue in the regional language.
		Surcharge:
48	5.5.1	The Examiner should be given the power of surcharge.
49	5.5.2.	The Examiner should have the power of waiver upto Rs. 50/-. The criteria for waiver should be determined by the State Government. Further delegation might be made for appropriate reduced amounts for the gazetted staff under him.
50	5.5.3.	For the present, option to the aggrieved party to appeal against surcharge either to the State Government or to the Civil Court may remain. As early as practicable, the State Governments should divest themselves of this power and the appeal should lie only to the Civil Court.
51	5.5.4.	The limitation period for instituting surcharge proceedings should be four years.
52	5.5.5.	Surcharge should also be made applicable to the lowest tier in States where it was not already so provided.
53	5.5.6.	Surcharge proceedings should be instituted only against non-officials and direct employees of the Panchayati Raj bodies. In the case of Government servants on deputation, the matter should be reported to the parent department for instituting necessary action.

1	2	3
54	5.5.7.	Surcharge should not include an element of fine though there might be a provision for recovery of interest.
		Follow up of Audit
55	5.6.1.	There should be a special machinery consisting of the representatives of the Accountant General, Development Commissioner and the Examiner, at the State and district levels, to review the outstanding objections. Stringent action should ensue against officials responsible for serious delays in compliance.
56	5.6.2.	The internal audit machinery of the Development Department should assist the accounts staff of the Panchayati Raj bodies, especially at the lower tiers, in the disposal of audit objections and educate them in accounts matters.
		General
57	5.7.1.	Expenditure on audit should not exceed 2% of the income of the institutions.
58	5.7.2.	Audit fee should not be recovered from Panchayati Raj institutions.
59	5.7.3.	A manual for Panchayati Raj bodies for imparting guidance in accounting and audit procedure should be prepared.
60	5.7.4.	In matters of audit, higher tier Panchayati Raj bodies should guide the lower tiers. The outstanding audit objections should be reviewed periodically by the Standing Committee on Finance. The Report of the Standing Committee should be considered by the general body in its meetings.
61	5.7.5.	The Government should have the power to clamp pre-audit for a prescribed period in case of persistent financial default by any Panchayati Raj body.
62	5.8.	It would be desirable to have supplementary independent test check of the accounts of Samitis and Zila Parishads by the Accountant General besides the audit conducted by the Examiner of Local Fund Accounts, provided the test check can be made free of charge.
63	5.9.	The annual administration report of the State Department and/or Zila Parishads should incorporate the annual audit report of the Examiner of Local Funds Accounts as also the findings of the test check by the Accountant General.
		PANCHAYATI RAJ: INCENTIVES AND SAFEGUARDS
		INCENTIVES
		Prize scheme for overall performance
64	6.2.1. and 6.2.2.	There should be a scheme for suitable prizes to Panchayati Raj institutions at all the tiers based on over all performance.
		The following scheme of relative weightage for various indicators may be adopted in assessing the overall performance of the Panchayati Raj institutions:—

Item	*Marks*
1. Agricultural production (including agricultural co-operatives)	40
2. Weaker sections	15
3. Mobilisation and utilisation of human and material resources	15
4. Family planning	15
5. Cooperation (other than agricultural cooperatives)	5
6. Other indicators	10
TOTAL	100

1	2	3

Broad criteria for assessment

65 6.2.4. *Mobilisation and utilisation of human and material resources*

(a) Proportion of institutional contribution to individual contribution;

(b) creation of remunerative assets other than industrial units,

(c) direct tax effort; and

(d) utilisation of rural manpower.

66 6.2.5. *Welfare of weaker sections*

(a) The benefits by way of loans or subsidies that are granted or allocated in favour of weaker sections (the criteria of weakness should be those applicable to the States and the areas concerned depending on the definition of the term weaker sections adopted in those States and areas);

(b) Organisation of forest and labour cooperatives and elimination of contractors. This is to be an indicator for Zila Parishads and Panchayat Samitis only; and

(c) Allotment of house sites from out of the lands vested in the Panchayats to the weaker sections.

67 6.2.6 *Promotion of cooperatives*

(a) Deposits and share capital of cooperative societies ;

(b) Allotment of lands to cooperatives for the construction of godowns ;

(c) Assumption of promotional role in the development of co-operatives (this will be an indicator for the Zila Parishads and the Panchayat Samitis and will be measured in terms of proportion of saturation) ; and

(d) Assistance given by the Zila Parishads and the Panchayat Samitis through their staff for the member-education programme in the cooperatives.

68 6.2.7 *Agricultural production*

(a) Proportion of agricultural production plans, according to the prescribed pattern to the total number of agricultural families in the area ;

(b) drawing up of production plans for the village in consultation with the cooperatives and the proportion of credit given by cooperatives to the credit requirements based on the production plans ;

(c) utilisation of fertilisers and pesticides and other inputs and coverage by improved seeds ;

(d) maintenance of irrigation sources including the discharge of customary obligations ; and

(e) the extent of utilisation of the irrigation potential made available.

1	2	3
69	6.2.8	Districts and blocks should be graded and marks should be allotted to them on the basis of their performance in agricultural programmes. This gradation should be circulated among all the districts and blocks in the States to generate a spirit of competition. This would also serve to identify the weaker areas requiring special concentration of effort.
		Incentives for agricultural production
70	6.3.1	Institutional incentives should be provided for agricultural production in addition to the prize schemes for overall performance by the Panchayati Raj institutions.
71	6.3.2	Besides institutional incentives, incentives should also be provided to progressive farmers *e.g.*, social recognition by means of titles, prizes, etc., study tours, exchange of farm leaders, provision of facilities for higher training etc.
		Institutional incentives for tax effort.
72	6.4.1.	There shuld be a system of matching grants to Panchayati Raj institutions based on their additional tax effort.
		SAFEGUARDS: ADMINISTRATIVE
73	6.5.2	Class II officers, all Extension Officers and accountants of the Panchayati Raj bodies should be the members of the respective State cadres.
74	6.5.3	There should be a regular established cadre of Block Development Officers. In exigent cases of deputation from other cadres, the period of deputation should not normally be less than five years.
75	6.5.4	For the selection of the staff of the Panchayati Raj bodies in the district, a selection committee consisting of both officials and non-officials may be constituted.
76	6.5.5	A suitable percentage of certain categories of posts, particularly in the Panchayati Raj and the Community Development Departments, may be reserved as promotion quota for the employees of Panchayati Raj institutions.
77	6.5.6	Powers to appoint, promote and initiate disciplinary action, conduct enquiry and award punishments to officials working in Panchayati Raj institutions should vest in the appropriate officers.
78	6.5.7	Appeals against the orders if the Block Development Officers should lie to the Collector/Chief Executive Officer. Appeales against the orders of the Chief Executive Officer should lie to the Commissioner/Development Commissioner.
79	6.5.9	Powers of transfer of staff working in the Panchayati Raj institutions within the district should vest in the Collector/Chief Executive Officer (where his status corresponds to that of a Collector).
80	6.5.10	In respect of each category of the employees of Panchayati Raj institutions, the normal period of tenure at a particular place of posting should be fixed.
81	6.5.11	Every Panchayat Samiti/Zila Parishad should conduct a detailed survey of the area before the commencement of each Plan with a view to determining the location of works like schools, irrigation wells, roads etc. Priorities should then be drawn up in consultation with the technical officers concerned. Grants made available to various areas should be strictly in accordance with the order of priority thus laid down.

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82	6.5.12	Specific rules should be laid down for the use of transport belonging to the Panchayati Raj institutions. Logging of the journey should be made compulsory.
83	6.5.13	Non-official membrs should not have access to the official records. They may, however, ask for information from the Chief Executive Officer or on the floor of the House.
84	6.5.14	The power of removal of members of Panchayats should vest in the Collector. The Collector should also exercise that authority in respect of Sarpanches or members of Panchaya Samitis. The powers to remove the head of the Panchaya Samiti and members of the Zila Parishad should vest in the Commissioner/Board of Revenue. The powers to remove the Chairman of the Zila Parishad should vest in the State Government. Appeals against the orders of authorities below the State level should lie to the next higher authority.
85	6.5.15	The rectification of procedural irregularities and enforcement of the prescribed procedure and rules in so far as they do not relate to elections or disciplinary matters against members of or office-bearers of Panchayati Raj institutions should vest in the normal official agency whether within or outside the Panchayati Raj institutions.
86	6.5.16	Prescribed official authorities should have the emergency powers to suspend the resolutions of the Panchayati Raj institutions.
		Safeguards : Financial
87	6.6.1	The financial powers of the Zila Parishad and Panchayati Samiti and their standing committees as also those of the Chief Executive Officer/Block Development Officer should be specifically defined. Within the respective limits thus defined, the authority concerned should be accountable for the validity of the sanctions issued.
88	6.6.2	Minimum and maximum rates of taxes leviable by Panchayat Samitis/Zila Parishads should be prescribed by statute ; default in raising the minimum should be a ground for action against the institution concerned. Panchayati Raj bodies should normally collect their own tax levies, except items like surcharge on land revenue or stamp duty to be collected by the agency responsible for collecting the principal tax.
89	6.6.3	Panchayati Raj institutions at the higher tiers should have the powers to scrutinise and examine the budgets of the constituent lower tier units and make suggestions.
90	6.6.4	Each Panchayati Raj institution at the lower two tiers should send a quarterly statement of income and expenditure to the next higher tier body for scrutiny and making suggestions.
91	6.6.5	The Sarpanch of a Panchayat should not keep any cash balance with him beyond a certain prescribed limit ; he should deposit it in Cooperative or other banks.
92	6.6.6	Contractors should not be paid advances before the commencement of the work. Violation of this provision should make the Sarpanch liable for disciplinary proceedings.
93	6.6.7	Except where the entitlement is clear and allotment of funds has no relation to local factors, funds intended for Panchayati Raj institutions at the lower two tiers should be routed through the higher tier bodies.

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94	6.6.8	Where the land belonging to a Panchayat has been transferred by the collusive action of the Sarpanch or any other member of the Panchayat, there should be a provision to surcharge such Sarpanch or Panchayat with the cost of its common land.
95	6.7	An appropriate code of conduct may be evolved for the elected representatives, and office-bearers of the Panchayati Raj institutions with a view to ensuring against misuse of directives, abuse of powers and unwholesome political influences in decision-making. Such a code of conduct should be evolved by the State Governments ; the All India Panchayat Parishad might also be requested to work out a model code of conduct. While drawing up such a code, the need for an adequate enforcement machinery should also be duly taken into account.
		PANCHAYATI RAJ—ADMINISTRATIVE RELATIONSHIPS
		Official non-official relationship
96	7.2.1	The Village Patwari should send copies of reports of mutations effected to the village Panchayat and also read them out at the next Gram Sabha meeting. When the Panchayat requires any official working in the Panchayat to attend a Panchayat meeting, it should be his duty to attend the meeting. In the preparation of village production plans the village teacher and the village Patwari should be associated as members.
97	7.2.2	The Sub-divisional Officer may be made a member of the agricultural production committee of the Samiti. In order that he may function effectively in this capacity there is need to give him special training, including an independent charge as B.D.O. In this context the training programmes for the S.D.Os. arranged both by the States and the Centre should be reviewed.
98	7.2.3	The appointment of contractors for execution of work would be the function of the appropriate officer and not of the non-official chairman or the president of the Panchayati Raj body who should take appropriate measures to ensure that non-official members did not interfere with the official duties of the officers concerned or bring unwholesome pressure to bear in the matter of choice of contractors.
99	7.2.4	Non-officials should be encouraged to raise questions relating to subjects that are within the competence of Panchayati Raj bodies at the meetings and officials should endeavour to furnish all relevant information on the matters thus raised. When the officials are conducting any meetings, and educative programmes in the—villages, the non officials should attend the meeting and assist the officials.
100	7.2.5	VLWs may be given adequate cash bonus for outstanding work done which is to be measured by job-*cum*-evaluation.
		Relationship between officials
101	7.3.2	Correspondence between the heads of development departments or their deputies at the regional level and the concerned district officers should normally be through the Chief Executive Officer of the Zila Parishad. Where the correspondence is direct, copies of the communications should be endorsed to the Chief Executive Officer.
102	7.3.4	It should be the special responsibility of district heads of departments to offer programme guidance to the respective extension staff.
		Relationship between Panchayati Raj Institutions at different levels
103	7.4	Inspection of lower tier Panchayati Raj bodies should be conducted by the officers of the higher tier Panchayati Raj bodies and not by the non-official members of these Panchayati Raj bodies.

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		Relationship between Panchayati Raj institutions and officials at the State/Regional levels.
104	7.5	Heads of development departments concerned with Zila Parishads and regional level officers should visit Zila Parishads when they visit their headquarters and discuss the problems concerning the department with the Chief Executive Officer and the non-officials present.
		PANCHAYATI RAJ, COOPERATION AND MOBILISATION FOR PRODUCTION PROGRAMMES
105	8.2 to 8.5	The desired level of coordination between Panchayati Raj institutions and Cooperatives should be ensured. At the time of drawing up of production plan cooperatives should be associated at all levels with the Panchayats. Similarly, a representative of the Panchayat should be associated, by convention, with the distribution of supplies by Cooperatives.
106	8.6	Wherever a cooperative is weak and is unable to arrange for necessary supplies and services, the higher tier of the cooperative structure should step in to make the necessary arrangements ; and in case even this is not possible, the responsibility should be taken over by the Panchayat Samitis with necessary help from the Panchayats.
107	8.7	The comprehensive review of the legislative provisions, executive instructions, etc., suggested by the Planning Commission, to ensure that the Panchayati Raj institutions played a more effective role in the sphere of agricultural production should be completed by the States at an early date.
108	8.10	In order that the agricultural production committees of Panchayati Raj institutions could remain in direct touch with the actual progress of implementation in the field, it would be appropriate if their meetings were held from time to time at various suitable places in the block/district.
109	8.11	The term of the Agricultural Production Committee should be co-terminus with that of the parent body.
110	8.12	For a speedier implementation of the production programme, it is necessary that powers are delegated to functional committees and executive officers to the maximum extent possible.
111	8.13	While determining the success achieved by a Panchayati Raj institution in stepping up agricultural production and mobilising resources, it would be necessary to take into account the extent of financial investment made by it from out of its own resources in production programmes.
112	8.14	The experience of the IADP districts where combination of organisational effort at the official level, with emphasis on involvement of local institutions, has made a distinct impact for increasing production needed to be exteneded in a purposeful manner to the other areas also.
		TRAINING AND EDUCATION.
		Utilising of Training Capacity
113	9.2.1	In States where this has not already been done, Class I officer, assisted by adequate supporting staff, should be provided to function as Director or Joint Director in charge of training programmes ; he should work under the Agricultural Commissioner/Development Commissioner.
114	9.2.2	The State Governments may prescribe suitable data to be maintained by the officers concerned, which give ready information about all categories of functionaries, the training courses and those to be deputed in courses to be conducted in the near future.

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115	9.2.3	The deputation order for training should contain sanction of T.A. and other necessary advances, it should also specify the substitute arrangements, wherever the training is for a long period.
116	9.2.4	Immediate provision may be made for training reserve for all categories of extension staff to the extent of 5 percent of the strength of the cadre ; in the case of Extension Officers and B. D. Os. however, the training reserve should not be less than one officer per district of each category.
117	9.2.5	The training courses should be so scheduled as to avoid the principal agricultural season.
118	9.2.6	Direct recruits, who may be appointed as B. D. Os. should be given all the preliminary training required in development work before they are allowed to assume charge as a B. D. O. There should be a comprehensive paper coverng all the development activities in their departmental examination. The departmental examination rules for B.D. O.s. require to be modified in some States to reflect adequately the emphasis on welfare administration.
119	9.2.7	Officers promoted, or transferred, or deputed from various services to be appointed as B.D. Os should be given orientation and job training at the earliest opportunity and, in no case later than one year from the date of their joining as B. D. Os.
		Field orientation of training centres
120	9.4.2	The number of courses, particularly in he Orientation and Study Centres, should, if necessary be suitably reduced to enable the centres to do justice to action-research studies.
121	9.4.3	The Research Wing of N. I. C. D. should be adequately strengthened to enable it to give the requried guidance to the Training Centres.
122	9.4.4.	Such study projects should be taken up which are related to the problems in the areas from which the Training Centres get their trainees.
123	9.4.5	The Training Centres should invite suggestions from the participating State Governments on the subjects of field studies. On the basis of the suggestions received from the State Governments, the Managing Board should make a selection of the subjects for field studies with due regard to the capacity of and time available to the staff of the Training Centre.
124	9.4.7	The institutions in the neighbourhood of the Training Centre, particularly the research staff of the Universities, may be taken advantage of by the Training Centres in carrying out field studies.
125	9.5.1	If any special programme is taken up in a Block where the Training Centre is located, the services of the Centre may be utilised by the State Governments to carry out simple field studies related to the special progamme, as for instance, Applied Nutrition Programme.
126	9.6.1.	Wherever in the vicinity of the training centre, there is a qualified academic institution to take care of the work relating to the integrated district planning scheme, the training centre should be suitably associated.
127	9.7.1	The training centre should also be closely associated with the working of the block in which it is located. The principal of the training centre could be invited to attend the Block Samiti and staff meetings ; the other Instructors might be invited to attend the meetings of appropriate standing committees of the Samiti. As regards the Five Village Scheme, the Principal of the Training Centre may indicate to the Samiti the additional programmes which could be taken up in the five villages adopted by the training centre so that maximum coordination may be secured in working out the programme in these villages.

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		Special courses at the Orientation and Study Centres
128	9.8.1.	The revised pattern of courses introduced from April, 1965 in the Orientation and Study Centres makes it possible for these Centres to conduct special courses, according to the current requirements of the participating State Governments. These special courses may be for either specific categories of functionaries or focussed on specific programmes. In view of the importance of training the President's of Panchayat Samitis, this facility should be availed of for conducting special courses for Presidents and Vice-Presidents of Panchayat Samitis in their own language.
		YOUTH AND WOMEN
		Coverage
129	10.3	Whilst efforts should be made to strengthen the existing Mahila and Yuvak Mandals, their number in every block should be increased progressively, so that eventually there is at least one Mahila Mandal and one Yuvak Mandal in every village with a population of 500 and more.
		Programme Content
130	10.4.1.	Besides recreational, cultural and social activities, economic programmes which can sustain the group interest shou d be encouraged.
131	10.4.2	There should be a national policy for child and adolescent care and protection with a view to preparing good citizens; the youth and women's programme in the Community Development blocks should fit in with this policy. The programme should be fully co-ordinated, for instance, with the proposed scheme for intergrated family and child welfare centres and the activities of voluntary organisations in the field.
132	10.4.3	The Mahila Mandals should also undertake giving of advice and guidance in family and marital problems helped by Mukhya Sevikas who should be trained for the purpose with regard to the socio-legalistic aspects of the problem.
		Personnel
133	10.5.1 to 10.5.4	For the success of the programme, it is essential that the following staffing pattern is maintained : At the field level, there should be two Gram Sevikas per Block assisted by associate women workers. At the block level there should continue to be one Social Education Organiser and one Mukhya Sevika per block. At the district level the District Social Education Organiser or the District Welfare Officer, wherever existing, may be entrusted with supervision of the youth and women's programmes. Elsewhere, such an officer should be provided at the regional or divisional level at least for the women's programme. At the state level, it is essential that there should be a Director of Women's programme in States where such an officer has not yet been appointed.
		Organisation
134	10.6.1	Mahila and Yuvak Mandals should be helped to acquire their own buildings for their proper functioning.

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135	10.6.2	Yuvak and Mahila Mandals should, as far as possible, be enabled to constitute themselves into registered societies.
		Role of Panchayati Raj Institutions
136	10.7	Yuvak and Mahila Mandals should be given definite programmes for implementation by the Panchayati Raj institutions and provided with necessary financial resources and technical and administrative supervision. There should also be periodical reviews of the working of the associate organisations by Gram Panchayats, Panchayat Samitis and Zila Parishads.
		Provision of funds
137	10.8.1.	Mahila and Yuvak Mandals should be encouraged to raise their own resources through contributions and subscriptions and from assets transferred to them by the Gram Panchayat bodies. They should also be able to get some returns from economic programmes.
138	10.8.2	These organisations should be provided with a minimum annual grant for maintenance to enable the continued and efficient functioning of these bodies. This could be done by earmarking appropriate funds from the resources of Panchayats and Panchayat Samitis and from the budgets of Ministries and Departments like those of Agriculture, Industries, Health and Education.
		Incentives
139	10.9.1	Incentives should be offered in the form of allotment of agricultural land, fishery tanks and poultry units. A scheme of competitions, awards, study tours and the like should also be formulated as additional incentives.
140	10.9.2	Awards for best Mahila Mandals and Yuvak Mandals at district and State levels should also be offered. For Mahila Mandals the criteria of performance should be mobilisation of local women, production, applied nutrition programme, family planning, home management, childcare, crafts and industry, education, cultural activities and village works and programmes; for Yuvak Mandals, mobilisation of youth, production programmes, vocational training, village industry, cultural activities, education and village works and programmes should be the criteria of performance.
		Federal Structure
141	10.10	A federal structure at the Block level in the first instance and subsequently at district levels can lend valuable support to the programme activities of Panchayati Raj institutions. These federal organisations could be entrusted with specific activities such as organisation of youth rallies, competitions and training camps, coordination of activities of Mahila Mandals and Youth Clubs, and assisting Panchayati Raj bodies in planning women and youth programmes. Panchayati Raj bodies should, wherever possible, recognise the federal units at their levels by co-opting their representatives in the sub-committees.
		Training
142	10.11.1	The existing instructions to involve youth in an increasing measure in the Gram Sahayak Training Camps should be implemented in all the States.

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143	10.11.2	More opportunities need to be given to promising young farmers to undergo specialised training of longer duration in agricultural activities including (a) agricultural production (b) horticulture (c) pisciculture and (d) poultry.
144	10.11.4	The 12-day camp organised for youth leaders and workers at Social Education Organisisers Training Centre and Gram Sevika Training Centres should be intensified.
		Reporting, Evaluation and Follow-up
145	10.12	For systematic evaluation, reporting and follow up to judge the levels of performance and the trends of the entire programme, simple reports might be called not more than twice annually.
		Coordination
146	10.13	In order to secure better coordination between the programmes in the blocks and those under-taken by the Central Social Welfare Board, it would be useful for the Panchayat Samiti to set up a special functional committee under the Chairmanship of the President of the Samiti. The representative of the local branch of the Central Social Welfare Board could be the Vice-Chairman. The Staff and funds of the block and the Central Social Welfare Board should be integrated to implement a coordinated programme. Each State Government may, in the light of local conditions, work out an appropriate pattern to give effect to this arrangement.
		RURAL MANPOWER PROGRAMME
		Objectives and scope of the programme :
147	11.1 and 11.1[illegible]	During the Fourth Five Year Plan, the Rural Manpower Programme should not only provide supplementary employment opportunities during the slack agricultural season on the basis of existing skills, but also provide on-the-job training to facilitate imparting of new skills. Under the conventional rural works programme, on-the-job training for certain crafts like masonry, bricks-making and for skills relating to items like fuel and forest plantations could be undertaken to a limited extent, where long duration or institutional training in higher types of sikills is needed, the training should be undertaken under a separate programme.
		Financial provision
148	11.2	The proposed provision of Rs. 50 crores in the fourth Plan is grossly inadequate. It should be suitably enhanced in view of the importance of the programme. Funds for skill-formation should be separately provided in addition to the provision for the works programme.

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		Selection of areas
149	11.3.1 and 11.3.2	In the Fourth Plan, the programme should be implemented only in those areas where the problem of unemployment or under-employment is acutely manifest. The following indicators could be adopted for the identification of such areas:— (*i*) density of population per square mile; (*ii*) proportion of people living in rural areas; (*iii*) employment in organised industries; (*iv*) value of output per acre; (*v*) wage rate of agricultural labour; (*vi*) per capita cultivable area and percentage of double cropped and irrigated areas to total areas sown; and (*vii*) the employment likely to be generated by other development projects.
150	11.3.2	Local knowledge of the field officers and institutions regarding the employment position in the area should also be given due consideration.
151	11.3.3	The review of the working of the programme for identifying and invalidating ineffective Blocks should be completed by all the States before the end of October 1965.
		Programme content
152	11.4.1	The following criteria should be applied for the selection of schemes:— (*a*) labour-intensiveness; (*b*) non-involvement of higher technical skills; (*c*) maximum utilisation of local resources; (*d*) low requirements of materials and machine content; and (*e*) contribution to the stepping up of agricultural production or creation of community assets.
153	11.4.2	The State Governments should examine their existing schemes on the basis of the above criteria and make suitable modifications where necessary.
154	11.4.3	Grant of loans to individuals for schemes like irrigation wells should not be made under the programme.
		Public contribution
155	11.5	Under the Rural Works Programme, public contribution need not be insisted upon if such insistence is likely to delay the execution of works unduly.
156	11.6	The procedure, occasionally obtaining of paying the labourers less than the prevailing rate and treating the difference as public contribution should be stopped.

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		Planning and organisation
157	11.7.1 and 11.7.3	In States where the programme is at present being undertaken through Government departments, it should be progressively handed over to the Panchayati Raj institutions, which must be strengthened with technical staff as and where indicated.
158	11.7.2	Funds under the programme should be allocated in full to the Panchayati Raj institutions implementing the programme.
159	11.7.4	Labour cooperatives and voluntary organisations should also be encouraged in the planning and execution of this programme.
160	11.7.5	Administrative and technical organizations at different levels should be suitably strengthened; the expenditure on this should not, however, exceed 10% of the total cost of the programme in a State.
		Training
161	11.8	The training of the supervisory, administrative and technical personnel as also of Sarpanches and Panchayat Secretaries should be imparted through seminars and short duration courses. The existing institutional facilities should also be fully availed of.
		Reporting, Inspection and Evaluation
162	11.9.1 and 11.9.2	Quarterly and annual progress reports in the prescribed form should be prepared and scrutinised at different levels. The periodical evaluation should particularly bring out the following points:— (*i*) whether the employment benefits accrued to deserving persons; (*ii*) Whether there was any diversion of labour from works already being undertaken in that area; (*iii*) the extent to which the under-employed were benefitted by this programme; and (*iv*) the extent to which the works were labour intensive and had assisted in stepping up agricultural production and/or creation of community assets.
		WEAKER SECTIONS TRIBAL DEVELOPMENT BLOCKS
		Approach
163	12.2.1	During the Fourth Plan it is necessary to adopt an area approach to tribal development. Contiguous tribal development blocks and even small pockets containing a concentration of tribal population should be grouped to form a Tribal Developmenl Area. In no case, however, should a tribal development area be larger than a district. An integrated plan for the Tribal Development Areas as a whole should be prepared. Within this Plan, there should be detailed plans for individual tribat development blocks. The Area Plan would take into account resources available specifically for the tribal population as well as resources provided under different development programmes in the district. There should be sufficient flexibility for this purpose in the programme pattern for each Area. In preparing the Plan, the special characteristics, skills and the stage of preparedness of the tribal people should be taken into account.

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164	12.2.2	Whilst adopting the area approach, there is also need for intensifying effort on selected areas particularly in the fields of increasing employment opportunities, taking concerted steps to prevent effectively the exploitation of tribals by non-tribals, removal of social disabilities, etc.
165	12.3.1	Socio-economic surveys in the pre-extension stage of the tribal development blocks should receive greater attention than now.
166	12.3.2	At least 75% of the funds (in the T.D. Budget as well as in the C.D. Budget) available under the head "Economic Development" in the Tribal Development Block Budget should be earmarked for schemes for the exclusive benefit of the tribals.
167	12.3.3	As pockets of tribals would not be covered by T.D. Blosk even if the population criterion were to be reduced to 50%, it woxld be necessary to notionally consider as "sub-blocks" those areas where the concentration of tribal population was at least 10,000 in a compact area. Special programmes for the benefit of tribals should be implemented in these pockets. A separate pattern of central assistance should be worked out for the purpose.
		Programme Implementation
168	12.4.1	The programmes of various development departments should be specially oriented to meet the requirements of tribals. Particular attentioshould be paid to the development of poultry, piggery, sheep development etc. which are specially suited to the skills and aptitudes of the tribal people.
169	12.4.3	The Khadi and Village Industries Commission may have a separate wing at the State level to look after the village industries programme in tribal areas. Particular emphasis should be laid on forest based industries such as lac, preparation of lead plates, processing of non-edible oil seeds, sericulture, etc. The concerned technical departments should make available their financial, organisational and technical inputs for the promotion of this programme.
170	12.4.5	Steps should be taken to establish four important types of coperatives in tribal blocks, *viz.*, service cooperatives, forest labour cooperatives, labour contract societies and primary marketing and processing societies located at Mandi Centres. Depending on the viability of the volume of business, a Tribal Development Cooperative Corporation should be set up at the state level as in Andhra Pradesh.
171	12.4.6	Alienation of land to non-tribals should be prohibited by law where this has not already been done. Provisions should also be made to prohibit leases beyond a reasonable period of time.
172	12.4.7	With a view to avoiding excess expenditure on construction, buildings should be set up which could be designed to serve more than one purpose.
173	12.4.8	The executants of works in tribal development blocks, should, as much as possible, be tribals themselves.

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174	12.4.9	With a view to ensuring adequate representation of tribals in the extension staff and other services, there should be relaxation of the educational qualifications. An intensive training course should, however, be organised for them. The endeavour should be to see that at least 50% of the V.L. Ws. and the other extension staff in the tribal development blocks should be tribals.
		Administrative Arrangements
175	12.5.1	Considering the dimensions of the programmes of development for tribals and other backward classes it would be desirable to have a separate officer at the state level in over all charge of all these programmes to assist the Development Commissioner. At the district level also, there should be a separate officer of sufficient seniority to be in exclusive charge of programmes of tribal development and welfare of other backward classes. Similarly in each block, there should be separate Extension Officer in charge of these programmes as part of the Block team. The additional expenditure incidental to the consequent creation of new posts or upgradation of existing posts should be shared equally between the centre and the states.
176	12.5.2	With a view to ensuring adequate arrangements for training for these functionaries, it would be necessary to have an appropriate complex of training institutions in each state.
177	12.5.3	There should be a sub-committee of Panchayati Raj institutions at the district and block levels to review the programmes of development of tribals and other backward classes. The committees in tribal areas should be composed only of tribals. Attempt should be made to seek the cooperation of traditional tribal Panchayats.
178	12.5.4	Special allowances should be given to officials posted in tribal areas. Incentives such as rent-free quarters may also be provided.
179	12.5.5	To ensure long enough stay of officials in tribal areas, transfers should be reduced to the absolute minimum. Except, broadly on promotion or for disciplinary reasons the staff in the tribal development areas, should not be transferred within a period of three years.
		WEAKER SECTIONS : OTHER WEAKER SECTIONS OF THE COMMUNITY
		Definition of 'Weaker Sections'
180	13.2.1	There is need for arriving at a more precise definition of the term 'weaker sections'. Besides scheduled castes and scheduled tribes, who would be covered under Article 46 of the Constitution, the term 'weaker sections' should also include agricultural labourers, landless labourers, sub-marginal cultivators and tenants belonging to other communities. As regards the category 'sub-marginal cultivators and tenants', the term should broadly include those whose holdings were 1/9th or less of the maximum prescribed under the Land Ceilings Legislations of the respective States.
181	13.2.2	Where, however, this definition would mean coverage of an unmanageable number of persons under the term 'weaker sections', the State Governments may adopt a proportion less than 1/9, so that the hard core of weaker sections could be covered. Also, in special areas, particularly around big cities, those who own specially valuable lands such as vegetable gardens could be excluded from the category 'weaker sections', though the area of their holdings would entitle them to be termed so.

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Earmarking of funds

182 13.4.1 It is necessary to earmark funds for the weaker sections in selected development programmes like poultry, piggery, fisheries, rural housing and non-mechanised transport which lend themselves to efficient handling by the weaker sections in view of the traditional skills they possess. Besides the earmarking of 75% of the Plan resources for poultry and dairy development for the cooperative sector and the further earmarking of 50% of this allocation for giving assistance to individuals belonging to the weaker sections of the community already agreed to by the Centre, the following scheme of such earmarking may be adopted.

Scheme	%reservation for the cooperative sector out of total plan outlay	%earmarking for weaker sections out of col. 2
Piggery	75	50
Fisheries	75	75
Non-mechanised transport	75	75
Housing (Urban)		
(1) Low Income	30	75
(2) Slum clearance	50	75
Housing (Rural)	30	75

183 13.4.2 In following this line of action, a project approach should be adopted *i.e.* all technical aspects including survey, location of projects, etc. should be decided by the technical departments. Common services should be provided as an integral part of the respective schemes which should also take care of marketing facilities.

Special Cooperative Programmes

184 13.5.1 Besides such earmarking of funds, it is also necessary to promote certain types of cooperative programmes specially suited to the requirements of the weaker sections, *viz.*, labour cooperatives, cooperative farming and agro-industrial functional cooperatives.

185 13.5.2 As regards labour cooperatives, certain measures like reservation of works, exemption from the payment of security deposits, price preference up to 5% of the value in regard to tenders, regular fortnightly payments, etc. should be taken to ensure the successful working of labour cooperatives.

186 13.5.3 For giving further impetus to cooperative farming sociitees, it is necessary to provide them effective technical guidance; the areas covered by the societies should be treated as "package areas".

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187	13.5.4	In the light of the earmarking of funds for specific shemes in the cooperative sector for the economic advance of the weaker sections it would be necessary to set up appropriate functional cooperatives such as poultry societies, dairy societies, piggery societies, etc. A concrete action programme for the purpose should be evolved.
		APPLIED NUTRITION PROGRAMME
		Objective and Approach
188	14.2.3	The programme should be implemented as a composite whole and the resources, to be earmarked for the purpose, of the departments concerned with the different components of the programme should be integrated under a single head 'applied nutrition.'
189	14.2.4	Other suitable concrete measures should also be evolved for putting the programme on a self-sustaining and self-generating basis making it independent of individual producers.
190	14.2.5	A definite strategy should be worked out for the spread of the programme over villages in selected blocks. Villages where the physical, human, and institutional resources were available and the local organisations were keen and responsive should be covered first.
		Horticulture
191	14.3.1	Irrigation facilities and fencing should be provided in all school and community gardens which should be carefully selected for serving as effective demonstration units.
192	14.3.2	The practice of supply of packages of seeds, fertilisers and pesticides according to a systematically worked out cropping pattern, should be unive rsally adopted and timely supplies arranged.
193	14.3.3	Local production of certified quality seeds and seedlings, and the establishment of processing units should be expedited.
194	14.3.4	The school teacher should be involved in horticultural programme as its prime mover. Gardening should be included in the curricula of schools and teachers' training institutes.
		Poultry
195	14.4.1	Arrangements for balanced poultry feed should be made by the Government on a no-profit-no-looss basis. Cultivation of hyprid maize should be encouraged and imported maize allocated on priority for the poultry feed in programme blocks.
196	14.4.2	The regional and the State poultry farms should be strengthened to ensure an adequate line of supply of birds.
197	14.4.3	The deep litter system, even though economically more productive, need not be insisted upon in distant areas where regular supply of poultry feed at reasonable prices could not be maintained and where returns were relatively inadequate.
198	14.4.4	Availability of proper and adequate veterinary facilities should be ensured in the programme blocks.

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199	14.4.5	A suitable organisation, preferably on cooperative lines, should be developed for the marketing of eggs.
200	14.4.6	In training poultry farmers, the endeavour should be to show them those types of units and equipment which could be easily adopted in the villages.
201	14.4.7	Only those who have sufficient time, interest and capability to run poultry units on efficient lines, should be selected. Stipend should be given to the trainees in kind—in the form of birds.
		Fisheries
202	14.5.1	Gram Panchayats needed to be encouraged to give a portion of the catch for the feeding programme; for this purpose fingerlings should be supplied to them at concessional rates.
203	14.5.2	Steps should be taken to provide nurseries in the blocks themselves and other proper institutional arrangements made for the production programme to be self-propelling.
204	14.5.3	Suitable arrangements, including provision of a revolving fund, should be made for marketing fish through fishermen's cooperatives.
205	14.5.4	Training of fishermen should include the imparting of a working knowledge of the equipment supplied under the programme. The trainees could be given a portion of the catch as an incentive.
		Feeding
206	14.6.1	The process of selection of beneficiaries should not be hemmed in with rigid procedures. The process of selection should, as far as possible, be institution-based, *i.e.*, the balwadis, the primary schools and the Primary Health Centres and their sub-centres should serve as the base for the selection of beneficiaries.
207	14.6.2	As mothers were generally reluctant to accept supplementary food if it was not meant for their children also, it would be desirable if a 'family approach' was adopted in supplementary feeding.
208	14.6.3	With a view to enabling the Mahila Mandals for incurring the necessary expenditure on cooking and supplementary feeding of vulnerable groups, a community fund should be created with the joint efforts of the Panchyat, the local community, and the Government.
209	14.6.4	Steps should be taken to provide at least a temporary structure for the Mahila Mandals.
210	14.6.5	The work of Mahila Mandals should be properly supervised by periodic visits of the Medical Officer of the Primary Health Centre and the District level officers of the Women's Welfare Department and Mukhya Sevikas.
211	14.6.6	The school feeding programme undertaken with CARE assistance should be effectively dovetailed with the supplementary feeding programme.
		Training
212	14.7.1	The syllabi for various categories of training should be periodically examined and revised in the light of field experience.
213	14.7.2]	Greater stress should be laid on job orientation and the practical aspects of training.

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214	14.7.3	Wastage of trained manpower as a result of transfer of trained official functionaris to other jobs and to non ANP-blocks should be avoided.
215	14.7.4	In each State a proper system sholud be evolved for evaluating the effectiveness of the training programme by assessing the reaction of the trainees and the trainers.
		Evaluation
216	14.8.1	At every level the progress data sheuld be systematically analysed. This analysis should be done every quarter at the block and the district levels.
217	14.8.2	Adequate arragnements should be made for an annual current evaluation of the programme by the State-level evaluation units.
218	14.8.3	Besides the overall assessment of the programme, it would be necessary to undertake a specific survey of the impact of the programme on the level of nutrition and nutrition consciousness. The design for this study should be made by the State Nutrition Officer with the active association of the State Evaluation Organisation.
219	14.8.4	It would also be necessary to undertake a quick bench-mark survey which would provide base line information on health and nutritional aspects. This survey could elicit information on certain basic attitudinal aspects as well.
		Administrative coordination.
220	14.9.1	A full time senior administrator should be appointed in the State secretariat to be entirely responsible for the implementation of the programme. He could also handle youth and women's programmes and training. A separate woman officer for nutrition should also be appointed at the State level.
221	14.9.2	The Health Education Bureaux should be strengthened and a closer' liaison established between them and the Nutrition Cells.
222	14.9.3	More effective functioning of the district and the block level coordination committees should be ensured. The District Collector and the District Planning Officer should be given a specific responsibility in this behalf.
223	14.9.4	Fuller involvement of the Medical Officer of the Primary Health, Centre and his staff in the implementation of the programme, particularly in the organisation of feeding programmes and in respect of nutrition education, should be ensured.
224	14.9.5	Both in the matter of selection of block areas and finalisation of the content of the programme the Zila, Parishad and the Panachayat Samiti should be involved more fully.
		Activisation of Youth and Women's Organisations
225	14.10.1	Vitalisation of Yuvak and Mahila Mandals and active association of institutions with the production and feeding components of the programme were basic pre-requisites to the success of the programme.
226	14.10.2	State Governments should take immediate steps for selecting Youth and Mahila Mandals eligible for assistance so that the UNICEF aid of Rs. 20 lakhs was utilised during the current year.
227	14.10.3	A portion of land could be given to youth clubs growing vegetables and fruits of their choice for securing their greater interet in the programme.

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		Approach to Fourth Plan
228	14.11.1	The programme should cover 1,000 additional blocks in the Fourth Plan.
229	14.11.2	Under the Fourth Plan, central assistance should be made available in respect of certain components of the programme which could not be financed from normal plan schemes. This apart, it would be necessary to have as nucleaus fund for the programme to provide for those production components of the programme, like small size poultry units in schools, which might not receive funds in the measure due from the concerned departments particularly in view of the fact that the objective of these small-scale units would be more education oriented.
230	14.11.3	While selecting additional blocks, preference should be given to blocks attached to training and academic institutions, blocks covered under intensive agriculture area programme, tribal Development blocks and blocks in other economically and nutritionally backward areas.
231	14.11.4	The national policy on nutrition should be dovetailed with the programme of agricultural production.
		ADMINISTRATIVE PROBLEMS: PERMANENCY OF BLOCK STAFF
232	15.1	The temporary posts in the C.D. Blocks should now be made permanent by the State Governments without further, delay as it was not conducive to the efficiency of the extension staff to keep a large number of posts temporary for long.
		ADMINISTRATIVE PROBLEMS : WEEDING OUT OF UNSUITABLE STAFF
233	16.1	Unsuitable or inefficient extension staff should be weeded out with due regard to the legal implications, if any.
		COMMUNITY DEVELOPMENT IN THE FOURTH PLAN
234	17.1	With the coverage of the entire country under the minimum schematic programme and the introduction of Panchayati Raj in almost all the States, promotion of systematic integrated planning at the local levels to help realise the maximum development potential of each area should receive special emphasis in the Fourth Plan, besides maintaining the extension services, particularly in the post stage II Blocks and consolidating Panchayati Raj. For the successful working of this phase, threre is need to have an overall view of the requirements of the rural sector as a whole at the national and at the state levles.
		Provision of Basic Amenities
235	17.4	Whilst finalising the State Plans, the outlay for certain basic amenities and services to be expanded in the rural areas should be separately indicated, based on the specifications of the outlays for the rural sector made at the national level. These outlays for the five year period should be intimated to the Panchayati Raj institutions who would thus be enabled to set a five year target for themselves for local resources mobilisation to meet, to the maximum extent, the needs of their respective areas in regard to the provision of basic amenities and services.

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		Expansion of Special Schemes.
236	17.5	The two important schemes undertaken in a limited area during the Third Plan, *viz.*, the Applied Nutrition Programme and the Rural Works Programme should be expanded during the Fourth Plan. In the implementation of the rural works programme, pointed endeavour should be made to improve the skills of the rural working force besides giving them seasonal employment on the basis of their existing skills.
		Correction of Imbalances.
237	17.6.1	A concerted attempt shoudl be made at accelerated development of retarded areas. Such areas should be selected on the basis of objective indices of level of development. The order and pattern of investment in plan effort should take into account the special requirements of these backward pockets.
238	17.6.2	Special attention should be given to rural areas surrounding growing industrial centres and big metropolises with a view to correcting any possible imbalances in development. A plan for such areas should include— (*a*) a scheme of economic development with accent on allocation of ancillary industries; (*b*) a plan for rational physical growth of the township; and (*c*) provision of amenities on the requisite scale.
239	17.6.3	Besides correcting imbalances as between regions it would also be necessary to correct existing imbalances between different sections of the village community. Special care for the welfare of the weaker sections became relevant in the context.
		Implementation of Intensive Programmes
240	17.7	Whilst the imbalances of particularly backward areas were to be corrected, it is necessary at the same time to ensure fuller development of those areas with a good potential for growth. Endeavour in this direction could be based on the classification of blocks into three categories suggested by the Mukherjee Committee and endorsed by the Last Annual Conference. Those Blocks which fall in the first category of this classification, but were 'below average' according to a composite index of overall development should be given priority attention.
		Process of Planning at the Area Level
241	17.8.1	The state governments should complete the survey in the selected districts as early as possible. Advance indication of likely financial inputs and physical targets in certain sectors of development should be given to those selected districts where this has not been already done. The endeavour in the Fourth Plan should be to extend the Planning techniques involved in these pilot districts gradually to other districts for adoption. Attempts should also be made to provide for an institutional basis for training citizen leaders in the concept and techniques of local planning and to undertake pilot projects for investigating certain problems thrown up by the initial survey undertaken.
242	17.8.2	A small expert group may be set up by the Ministry of Community Development to go into the question of the ideal size of village communities in all its aspects, for a clear conception in this behalf is a pre-requisit to effective area planning.

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		Training and education and strengthening of voluntary and associate organisations.
243	17.9	A rigorous process of training for officials and non-officials, a massive effort at social education and planned development of associate organisations particularly around economic activities, should receive special attention during the Fourth Plan. Strengthening voluntary organisations is also particularly important.
		Institutional arrangements
244	17.10	The following steps may be taken to strengthen Panchayati Raj institutions and to enable them to fulfil their experted role in the Fourth Plan:—
		(*i*) In some states, the sectors of development allocated to Panchayati Raj bodies were less than the totality of the programmes that could be undertaken and implemented at the local levels. This position should be reviewed and the inadequacies rectified.
		(*ii*) The state governments should take an overall view of the aggregate of schemes and resources that are to be transferred to Panchayati Raj institutions and transfer them in time.
		(*iii*) The state governments should have a financial framework for the Panchayati Raj bodies as a whole in the State for the entire five year period as part of the State's Fourth Plan. This financial framework, with a built-in-scheme of matching assistance, equalization grants, etc. should beworked out whilst finalising the State's Five Year Fourth Plan.
		(*iv*) The executive instructions and financial procedures relating to Panchayati Raj institutions should be closely reviewed with a view to removing lacuna and constructions, if any.
245	17.11	There is a dire need for maintaining and fostering community action and community approach and building up self-reliance in the village communities as the essential core of community development particularly, in the context of promoting integrated area planning. A few Development Commissioners may be associated with the Working Group for the Fourth Plan of the Ministry of Community Development with a view to defining in this context, the scope and content of Community Development in the Fourth Plan.

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